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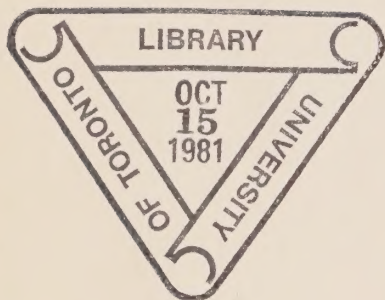
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**Department  
of External Affairs**

Government  
Publications




**Annual Review  
1976**





Department of External Affairs

Annual Review 1976



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The Honourable Don Jamieson  
*Secretary of State for External Affairs*

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1976.

A handwritten signature in dark ink, appearing to read "A. C. G. G. G." with a stylized flourish at the end.

Under-Secretary of State  
for External Affairs

Ottawa, 1977

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Minister of Supply and Services Canada 1977

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# 1976: A Year of Consolidation

The year 1976 was one of varied, and occasionally dramatic, events on the international scene. There were no major international crises; rather, old problems reappeared in new guises and created fresh challenges. International efforts were devoted for the most part to the search for the accommodation of divergent interests on numerous important, complex, and at times seemingly intractable, issues.

## International economy

Economics dominated the international scene and the year's events, accomplishments and disappointments must be seen against a background of continued economic uncertainty. In some parts of the West recovery from recession was slower than expected and, while inflation rates were reduced, unemployment remained high and growth-rates low. This sluggish recovery had global effects. While some national economies experienced improvement, many continued to experience serious difficulties, which were frequently exacerbated by balance-of-payments problems caused largely by the high price of petroleum — increased once again as the year ended — and of some other commodities. Continuing economic difficulties generated pressure on the established mechanisms for bilateral and multilateral co-operation in the trade and monetary fields, and in some quarters raised doubts once again as to the ability of existing institutions to meet the needs of the future.

The economic situation had important implications for Canada, whose growth depends on international trade and co-operation to a high degree. A strong and versatile international trade and economic environment is, therefore, of special importance for the preservation of a healthy Canadian economy. Moreover, Canada's distinctive position as a producer and exporter of both primary products and manufactured goods sets it apart from most other countries.

Canada was very active during 1976 in support of collective action in economic matters. The Prime Minister participated in the economic "summit" conference, held in Puerto Rico in June, of the leaders of seven major

Western industrialized nations. Canada participated in the multilateral trade negotiations (MTN) in Geneva, which considered the elimination or reduction of both tariff and non-tariff barriers, and took part in the discussions of the International Energy Agency (IEA), which led to agreement early in the year on a program for long-term energy co-operation among developed countries. Canada had the co-chairmanship of the Conference on International Economic Co-operation (CIEC) and the Canadian delegation was a prominent participant.

## North-South dialogue

The concern, shared by developing and developed countries, to achieve an orderly and equitable evolution of the international economic system was most evident in the deliberations of the Conference on International Economic Co-operation (CSCE), which met in Paris during the year. The conference paid particular attention to the development of an effective and continuing producer-consumer exchange on energy, the moderation of fluctuations in commodity prices, the solution of debt problems and the co-ordination of international development assistance to give it maximum effectiveness.

Canada further expanded its development-assistance program during the year, on the basis of its "Strategy for International Development Co-operation for 1975-80". Disbursements of more than \$900 million — more than a quarter of which went to multilateral institutions concerned with the problems of developing countries — made Canada a major contributor of development assistance to the Third World. Canada was also closely involved in the development of follow-up programs to recent international conferences on population, food (including support for the newly-established International Fund for Agricultural Development) and shelter. A highlight of the year for Canadians was the United Nations Conference on Human Settlements (*Habitat*) — the largest special conference ever held by the world body —, which took place in Vancouver in June.

Visits during 1976 by the Prime Minister and the Secretary of State for External Affairs to Latin America, Asia and the Middle East underlined the significance that Canada attached to its relations with those regions.

### **East-West relations and détente**

It is clear that the continuation of peaceful relations between East and West is based on a credible Western deterrent, effective Atlantic defence arrangements, and a stable military balance between East and West. Canada's firm commitment to collective security and the importance it accords to participation in the North Atlantic Treaty Organization (NATO) and the North American Air Defence Command Agreement (NORAD) were underlined by the completion of arrangements for the purchase of a new long-range patrol aircraft (LRPA) and tanks for the Canadian Armed Forces.

*Détente* is a dynamic process of East-West adjustment that seeks to reduce tension, promote co-operation and mutually-beneficial relations and thereby to lessen the risk of direct military confrontation. In particular, the Final Act of the Conference on Security and Co-operation in Europe offers a set of guide-lines and a framework for the development of more normal and open relations between the Western democracies and the Soviet Union and the other Eastern European Communist states. Canada has taken an active part in this process and has paid special attention to its human-rights aspects, particularly the reunification of families. Differing perspectives on, and actions which conflict with, the Canadian interpretation of the policy of *détente* have complicated the process. However, Canadians looked forward to further progress towards the implementation of the CSCE Final Act, especially at the review meetings scheduled for Belgrade in 1977.

Arms control is central to progress in East-West relations and to world peace and security, and Canada was involved in the continuing Mutual and Balanced Force Reductions (MBFR) talks in Vienna. It also followed closely the continuing Strategic-Arms

Limitation Talks (SALT) between the United States and the Soviet Union.

### **International peace and security**

A major international concern is to prevent the outbreak of local and regional hostilities where possible, and, if they do occur, to ensure their containment and so avoid the possibility of an escalation that could involve nuclear confrontation. In this connection, Canada was once again the largest contributor of troops for United Nations peace-keeping operations.

For the first time in a generation, Vietnam was at peace and there appeared to be some reason to hope for progress towards an inter-communal *modus vivendi* and a constitutional settlement in Cyprus. However, there was renewed conflict in the Middle East and Southern Africa. By the year's end, the civil war in Lebanon had been contained and, though the wider problem of a permanent settlement for the Middle East remained unresolved, it was hoped that fresh initiatives might provide the basis for negotiations during 1977 among the parties directly involved. At the same time, the deterioration in the situation in Southern Africa caused considerable international concern. Canada supported Anglo-American-inspired efforts to negotiate an agreement for a peaceful transition to majority rule in Rhodesia; however, with the adjournment, in November, of the Geneva Conference, prospects for an early settlement seemed to diminish.

As an exporter of nuclear materials, equipment and technology, Canada has been especially conscious of the dangers of the spread of nuclear weapons. During the year, the Canadian Government negotiated a series of bilateral agreements; and in December it unilaterally announced advanced full-scope safeguard requirements for the sale of nuclear equipment, technology and materials. Canada is resolved to continue working towards wider acceptance of the Non-Proliferation Treaty (to which some 20 additional countries announced their adherence in 1976) and the strictest possible safeguards among nuclear suppliers



Canada also sought to mitigate the discriminatory aspects of the non-proliferation system through measures to curb the strategic-arms race and to end nuclear-weapon tests by the two major nuclear powers.

### **International co-operation**

The possibility of an interdependent world order rests on collective action that effectively meets changing needs and concerns. In an age when technology is rapidly making the world smaller and at the same time more complex, the United Nations, despite its shortcomings and handicaps, continues to offer the best hope for world co-operation. Within the United Nations framework, there exists the capacity for progressively developing a world-wide system of institutions and an international order with which all countries will be able to identify their interests. It is Canadian policy to work to strengthen the responsiveness and effectiveness of the United Nations as an instrument for international action. Canada's election to a Security Council seat for 1977-78 — its fourth two-year term since the foundation of the world body — will increase its opportunities to play a constructive role over the next two years.

The progressive development and acceptance of international law as a safeguard for peace and security and a basis for multilateral co-operation is a matter of high priority for Canada. One important area is the development of internationally-accepted guide-lines setting out national rights and obligations with respect to the natural environment. International co-operation is essential to the resolution of environmental problems and Canada is active in efforts to develop guide-lines and establish appropriate machinery within the United Nations to safeguard and manage the physical environment.

The United Nations Conference on the Law of the Sea held its fourth and fifth sessions in New York during 1976 in an effort to negotiate a comprehensive treaty to regulate the uses of the oceans. Although it achieved significant progress in some areas, the conference failed to reach general and final

agreement and will therefore meet again in New York in 1977.

Canada's situation as a northern coastal state — fronting on three oceans, with a wide continental shelf, potentially-large offshore natural resources and a fragile Arctic environment — leads it to attach great importance to agreement on the law of the sea. The depletion of fish stocks off Canada's coasts lends a special urgency to the situation. Accordingly, at the year's end, the Canadian Government assumed jurisdiction over fisheries within a 200-mile coastal zone after the conclusion of bilateral fishing agreements with major users of the fisheries. Other important Canadian objectives, such as international recognition of the special environmental problems of the Arctic, protection of the marine environment and the living resources of the sea, and regulations for the exploitation of offshore minerals will depend ultimately on the success of the resumed Law of the Sea Conference.

### **Canada and the West**

Co-operation among the industrial democracies is, for Canada, a prerequisite for the promotion of world peace and prosperity and the advancement of freedom and justice. To these ends, the Canadian Government attaches particular importance to the development of positive and dynamic responses by the advanced industrial nations of the West to both the continuing and the emerging challenges that face them. During 1976 these nations further demonstrated their recognition of the imperatives of world interdependence and their determination to strive for and to shape a new international environment.

In a changing global environment, the maintenance of sound relations with the United States remains a cornerstone of Canadian foreign policy. The magnitude, diversity, complexity and unique nature of the bilateral relation inevitably makes it central to Canadian policy. Moreover the United States, as the world's major power, continues to have enormous influence over a wide range of international issues of interest and concern to Canada. Accordingly, a primary objective of

the Canadian Government is to enhance the mutual benefit inherent in the relationship, while developing to their maximum Canada's distinctive interests and priorities.

The year culminated for Canada in the initiation of important new arrangements for the consolidation of bilateral links with other industrialized countries. Well-established traditional Atlantic ties meant that the countries of Western Europe — especially the members of the European Community (EC) — continued during 1976 to provide significant and parallel opportunities for expanded commercial and industrial co-operation, cultural and scientific exchanges and consultation and collaboration on a wide range of matters of common interest and concern. The conclusion of the Framework Agreement for Commercial and Economic Co-operation with the Community established an important means of strengthening ties with Western Europe.

The Prime Minister's visit to Japan in November was the occasion for the expansion and diversification of bilateral relations. It saw the conclusion of the Framework for Economic Co-operation and a cultural agreement designed to provide the basis for the enlargement of existing programs and exchanges, the establishment of new ones and the enhancement of mutually-beneficial co-operation. Together, they will affect the shape and pattern of the relationship over a broad spectrum of interests.

The visit during the summer by the Secretary of State for External Affairs to Australia and New Zealand reinforced Canada's close ties with those countries.

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The year 1976 will not be remembered primarily for dramatic developments, although the change of leadership in a number of countries held far-reaching implications. For Canadians, it is probable that the international scene in 1976 will be remembered for the spectacle, and the tensions, of the Summer Games of the XXI Olympiad, which were held in Montreal, Kingston and other centres in July. The year was, in fact, essentially a period of transition, involving an assessment and

evaluation of recent developments and a search for compromise. Decisions on many of the important issues of the day — the multilateral trade negotiations, the Conference on International Economic Co-operation, the United Nations Conference on the Law of the Sea, the follow-up to the Conference on Security and Co-operation in Europe, the Mutual and Balanced Force Reduction talks, the Strategic Arms Limitation Talks, the Middle East and Southern Africa — were carried over into 1977 as subjects of continuing negotiation. On the other hand, it could be said of 1976 that it was a year of constructive effort to formulate basic lines of agreement, a year of consolidation that maintained and generated momentum for major decisions in the 12 months ahead.

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On September 15, Allan J. MacEachen was succeeded as Secretary of State for External Affairs by Don Jamieson, who had been Minister of Industry, Trade and Commerce.



# I Regional Activities

## Africa and the Middle East

The tragic events in Lebanon, the continued efforts to resolve the Middle East conflict, the beginning of negotiations on the Rhodesian problem and South Africa's *apartheid* policies continued to engage world attention during 1976 and remained at the heart of Canada's concerns in this part of the world. The economic situation in most of the developing countries of the area, especially the least-developed, remained unstable, owing in part to economic-recovery problems in the developed countries and for a number of other reasons.

Canada continued to strengthen and diversify its relations with nations in Africa and the Middle East. In January 1976, the Secretary of State for External Affairs visited five Middle Eastern countries. The Prime Minister made a private visit to Israel and Jordan. The Minister of Supply and Services represented the Canadian Government at the twentieth anniversary of Tunisia's independence and also at the inauguration of the Canadian Friendship and Unity Road in Niger. Moreover, representatives from several African states and some Middle Eastern countries, including Israel, Saudi Arabia and Jordan, visited Canada either officially or privately.

### English-speaking and Portuguese-speaking Africa

On June 26, the Seychelles celebrated its independence and joined Canada and Mauritius as a member of both La Francophonie and the Commonwealth. The Comoro Islands was also recognized by Canada as an independent nation in 1976. All the former Portuguese colonies including Angola had been recognized by Canada by the end of the year. Diplomatic relations through non-resident representation were established with Cape Verde, Guinea-Bissau and Mozambique.

With the final decolonization of Portugal's African territories and with the end of the Angolan civil war, efforts to achieve an independent Africa became focused on Rhodesia and Namibia and on the residual colonial problem of the French Territory of the Afars and Issas.

The problem of Rhodesia (Zimbabwe) became the top priority for Africa in 1976, largely as a result of the conclusion of the Angolan civil war, the closing by Mozambique of its border with Rhodesia, and the efforts of Britain and the United States to find a peaceful solution to the Rhodesian question. During a visit to a number of African countries in April, the U.S. Secretary of State, Dr. Kissinger, made it clear to the Smith regime that it could expect no support from the United States. Following a round of "shuttle diplomacy" by Dr. Kissinger, Ian Smith on September 24 accepted, with his own interpretations, joint Anglo-American proposals designed to lead to black majority rule within two years. A conference that opened in Geneva on October 28, chaired by Britain and attended by delegations representing the Rhodesian nationalist groups and the Smith regime, was called to establish an interim government leading to black majority rule. It set a target date of March 1, 1978, for the independence of Zimbabwe. In the light of views expressed by nationalist groups and African states, the British Government announced in December that it was ready to play a direct role in the transitional government if it was the general view that this would be helpful. Canada was asked to consider contributing to an internationally-financed fund to assist in underwriting any acceptable political settlement that might emerge for an independent Zimbabwe. The conference adjourned on December 14, with the hope (subsequently disappointed) that it would meet again in January 1977. Military activities mounted during 1976 as a result of increased guerilla activity and continued cross-border "hot-pursuit" operations by the Smith forces into neighbouring states, particularly Mozambique.

The question of Namibia remained unsolved. Canada urged the Government of South Africa to comply with the demands of the UN Security Council that it end its presence in the territory and facilitate the holding, as soon as possible, under UN supervision, of free elections for an independent united Namibia. Pretoria continued, however, to reject these United Nations demands.



The severity of the South African Government's response to the racially-oriented rioting and strikes that broke out in June and spread to many parts of the country was unanimously condemned by the UN Security Council. Canada expressed similar condemnation directly to the South African Government. In response to the protests, the Government of South Africa made certain minor concessions but also made it clear that it did not intend to alter fundamentally its *apartheid* policies. The first *Bantustan* "homeland"—the Transkei—was declared independent in October. Except for South Africa, no state has recognized the Transkei, and the UN resolution condemning this "independence" as a further manifestation of *apartheid* drew overwhelming support, including that of Canada.

Nigeria, the most populous country in sub-Saharan Africa, pursued an active foreign policy and maintained its growing interest in African affairs, as its strong support for the liberation movements in Southern Africa illustrated.

After the rescue episode at Entebbe Airport in July, Kenya and Uganda came close to war and, though an accord was subsequently signed, uneasy relations continued between these two countries. This situation also contributed to the steady decline of the East African Community (Kenya, Tanzania and Uganda) into a moribund condition.

During 1976 there were several important visits to Ottawa from English-speaking Africa, by: the President of Botswana, Sir Seretse Khama; the Minister of Posts, Telecommunications and Transport of Lesotho, Mr. Peete N. Peete; the Commissioner for Foreign Affairs of Ghana, Colonel Roger Felli; the Commissioner for External Affairs of Nigeria, Brigadier Joseph N. Garba; and Nigeria's Federal Commissioner for Agriculture, Mr. B. O. W. Mafeni. These visits demonstrated the growth of relations between Canada and Africa and made possible the exchange of views on issues of mutual concern.

## French-speaking Africa and the Maghreb

For *francophone* Africa and the Maghreb, 1976 went by in a climate of consolidation and relative stability. Only one government, that of Burundi, was overthrown—and no violence was involved. Algeria adopted a national charter and constitution and, on December 10, Colonel Boumédiène was elected President. In Morocco, the various political parties took part in municipal elections. Finally, the dispute over the Western Sahara between Morocco and Mauritania and the *Polisario*, which is supported by Algeria, was not resolved by the year's end and military operations continued despite actions aimed at bringing the sides together.

The member countries of the Permanent Inter-State Drought Control in the Sahel, supported by the Club of Friends of the Sahel, drafted a comprehensive plan to provide a basis for economic recovery.

Canada's participation in the creation of the Club of Friends of the Sahel and in the Club of Paris, which played an important part in helping Zaire with its serious economic problems, and the exploration of new means of co-operation based on equal partnership, illustrated the importance and priority Canada attached to its African partners. In the business sector, major contracts signed by Canadian companies and financed by the Export Development Corporation demonstrated the growing awareness by Canadian firms of the business they might do with certain African countries.

Other important events were official visits to Canada by: the President of the Republic of Senegal, Léopold Sédar Senghor; a Togolese delegation headed by Mr. Ayi Hunlédé, then Minister for Foreign Affairs, and including Mr. Kodjo, Minister of Finance and the Economy, and Mr. Dogo, Minister of Planning, Commerce, Industry and Transport; Mr. M. Alladayé, Minister of Foreign Affairs and Co-operation of the Democratic Republic of Benin; and Lieutenant-Colonel Aloys Nsékalije, Rwandan Minister of Foreign

## Middle East

Affairs and Co-operation. Moreover, the Canada-Tunisia Joint Committee, formed to strengthen political and economic relations between the two countries, held its seventh annual meeting in April.

The Arab-Israeli dispute and the civil strife in Lebanon, as well as their repercussions, continued to hold centre stage for most Canadians. The assurance by the Secretary of State for External Affairs during his Middle East tour that Canada wished to develop its bilateral relations with all countries of the region outside the context of the Arab-Israeli dispute constituted an important step forward in Canadian recognition of the Middle East as a growing political and economic force in the world. Practical manifestations of this recognition were the establishment during the year of joint economic consultative committees with Saudi Arabia and Israel.

The Canada/Saudi Arabian Joint Economic Committee held its first meeting in Ottawa from September 13 to 15, with Dr. Ghazi Al-Gosaibi, Saudi Minister of Industry and Electricity, heading the Saudi Arabian delegation and Don Jamieson (then Minister of Industry, Trade and Commerce but appointed Secretary of State for External Affairs on September 15) heading the Canadian team. In December, a second meeting of the Canada-Iran Joint Economic Committee was held at the official level in Tehran. A memorandum of understanding setting up a Canada-Israel Joint Economic Committee was signed in Ottawa on September 27 at the conclusion of a visit by Israel's Vice-Premier and Foreign Minister, Yigal Allon.

It was expected that these committees would promote economic and commercial activities beneficial both to Canada and to countries of the Middle East. Some of the benefits might be the formation of joint ventures, increased participation of Canadian consulting firms and higher levels of Canadian exports sales, which would reduce the massive trade surplus in favour of Middle East petroleum-exporting countries.

Canada continued to pursue a policy of balance towards the Arab-Israeli dispute, basing its stand on Security Council Resolutions 242 and 338 concerning the Middle East, and stressing both the need to recognize Israel's right to exist in peace as an independent state and the legitimate concerns and interests of

the Palestinians, including the need to find a means for their political self-expression.

During 1976, Canada was faced once again, both in UNESCO (the United Nations Educational, Scientific and Cultural Organization) and in the United Nations General Assembly, with a large number of resolutions concerning Israel and the Middle East. Wishing, wherever possible, to express a clear stand on such resolutions, Canada — with respect to 18 major resolutions on the Middle East in various UN bodies — voted in favour of five, opposed eight and abstained on five. This desire to adopt a clear position was similarly manifest in Canada's votes on all three resolutions proposed at the 1976 UNESCO session, as well as in the positions it took at the thirty-first session of the United Nations General Assembly. Of particular note at the General Assembly was Canada's opposition to the resolution on the "Question of Palestine" on the ground that this resolution ran counter to the accepted framework for Middle East peace negotiations, its support for the resolution deploring Israel's policy of establishing settlements in the occupied territories, and its affirmative position on the Egyptian resolution urging the early reconvening of the Geneva peace conference on the Middle East. On each of these issues, Canada explained its opposition to any attempt to hinder, prejudice or bypass negotiations for a settlement on the basis of Security Council Resolutions 242 and 338, which, in the Canadian view, continued to serve as the only generally-accepted framework for Middle East negotiations.

While Canada was not directly involved in the events in Lebanon, considerable effort was made to contribute to meeting the needs it created. Immigration facilities were extended to permit victims of the fighting to emigrate to Canada, and the Canadian Government also contributed to the program of the International Committee of the Red Cross for alleviating the sufferings of the population. The Lebanese hostilities necessitated the withdrawal of the Canadian Embassy from Beirut and its establishment, on a temporary basis, in Amman

(where it was already accredited). In Amman, the Embassy retained accreditation to both Lebanon and Syria.

Canada continued to provide the largest national contingent to the United Nations peacekeeping forces observing maintenance of the cease-fire in the Sinai Peninsula and on the Golan Heights.



## Asia and the Pacific

The nations of Asia and the Western Pacific — with their wide variety of forms of government and social structures — include some of the most highly industrialized countries in the world as well as some of the poorest and least-developed. Canada has expanded its trading relations with the former group and has provided important development assistance to some of the latter. The development-assistance program in the region is Canada's oldest and largest. Canadian economic interests in the region continued to increase, with rising opportunities for trade, investment and joint ventures. A major concern for Canada in 1976, consistent with the general foreign-policy theme of maintaining peace and security, was the continuing effort to ensure through negotiations that Canadian nuclear exports to the region would be used for peaceful, non-explosive purposes.

## The Pacific

### Japan

The past year marked the continued expansion and enhancement of Canada-Japan relations, maintaining the momentum generated by the joint announcement in 1974, by Prime Ministers Trudeau and Tanaka, that called upon the two countries to "broaden and deepen" their contacts with one another and thereby usher in a new era in their association. The Framework for Economic Co-operation and the Canada-Japan Cultural Agreement, signed on the occasion of Prime Minister Trudeau's visit to Japan in October, are two landmarks in the development of the new partnership.

The Prime Minister's visit to Japan was the year's highlight, demonstrating the significance Canada attached to its evolving relations with Japan and providing an opportunity for discussions at the highest level. Mr. Trudeau met with the Emperor and Empress of Japan and had lengthy and constructive talks with Prime Minister Miki and other members of the Japanese Cabinet, including Deputy Prime Minister Fukuda, who was elected Prime Minister late in December.

The Prime Minister addressed a number of groups, including the Keidanren, an important Japanese business organization, the students of Keio University, where he received an honorary degree, and the Japan National Press Club. In his speeches, Mr. Trudeau drew attention to Canada's technological capabilities, and pointed out that as an industrialized country Canada had much to offer Japan besides raw materials. By all accounts, the visit was a success, drawing together the diverse elements of the Canada-Japan relationship and providing impetus to the growing partnership between the two countries.

The signing of the Framework for Economic Co-operation was of particular importance. Japan is Canada's second-largest trading partner, and Canada is a major supplier of food and raw materials to Japan. The Framework, reflecting Canada's desire to increase exports of upgraded products, seeks to foster the diversification of Canada-Japan commer-



cial relations and to encourage co-operation between the two countries in a number of areas, including industry and resource development. Its objectives and consultative arrangements will provide opportunities for the business communities of both countries to expand their contacts through joint ventures and exchanges, and it establishes a forum in which that momentum can be maintained by the discussion of economic and commercial issues of mutual interest.

Economic co-operation between the two countries continued to grow throughout the year. Numerous Japanese government-industry missions visited Canada to study Canadian potential in a variety of areas — including the manufacture of aircraft and auto parts, housing, and coal and uranium mining. In November, a group of senior Japanese businessmen visited Canada to investigate trade and investment opportunities. Canada sent several missions to Japan to discuss pulp and paper, STOL (short-takeoff-and-landing) aircraft and agricultural products. Several provincial missions also visited Japan, including one led by Premier Blakeney of Saskatchewan. A Canadian Businessmen's Association now exists in Japan. Canada was host in August to the Annual Consultations on Agriculture, which are of special significance since Japan is Canada's largest market for agricultural products. In addition, Canadian and Japanese organizations are co-operating in the study of the CANDU reactor's potential use in Japan.

In March, in recognition of the parliamentary traditions of the two countries, the Japan-Canada Parliamentarians' League, consisting of 150 members of the Japanese Diet from all political parties, was established. A delegation of Canadian Parliamentarians, led jointly by Speakers James Jerome of the House of Commons and Renaude Lapointe of the Senate, paid a visit to Japan. Kenzo Kono, Speaker of the House of Councillors, the senior Japanese chamber, paid a private visit to Canada in July. During his visit to Japan, Prime Minister Trudeau met the Speaker of the House of Representatives, Mr. Maeo. A

number of other visits by parliamentarians of both countries occurred during the year.

Regular formal consultations continued during the year between the two countries. The annual policy-planning talks took place in May in Tokyo. These talks, which were attended by senior officials from both sides, dealt with a number of multilateral issues of mutual interest. The third annual Japan-Canada consultations on United Nations questions were held in New York. The United Nations was also the scene of a meeting between the Secretary of State for External Affairs and his Japanese counterpart, Mr. Kosaka, and provided an opportunity for a review of bilateral and multilateral issues. The economic summit meeting in Puerto Rico in June also provided an opportunity for Prime Minister Trudeau to exchange views with Prime Minister Miki on multilateral economic issues. There was close co-operation, too, at meetings of the International Monetary Fund, the Conference on International Economic Co-operation and numerous other international organizations at which both Canada and Japan were represented.

The establishment of a Canadian studies program in Japan and the signing of the Cultural Agreement, together with increasing tourism between the two countries, have also provided an important means of improving mutual understanding.

## **Australia**

The year 1976 saw the steady growth of Australian-Canadian relations, which are already firmly based on similar cultural, historical, political and economic foundations. Mr. MacEachen, as Secretary of State for External Affairs, paid an official visit to Australia from September 1 to 5. He exchanged views with Prime Minister Fraser and Mr. Anthony Peacock, Minister of Foreign Affairs, on the North-South dialogue, security issues in Southeast Asia and various challenges facing industrial countries with liberal-democratic institutions. In addition, Prime Minister Fraser visited the Olympics and met informally with Prime Minister Trudeau in Montreal.

As Canada continues its policy of diversification, the importance to it of the Pacific region continues to grow. For example, Canada's relations with Australia are becoming increasingly vital, since Australia is not only a regional power in the Pacific as a whole but is a primary power in the South Pacific. Both governments share the same concern for political and economic stability in the region. The joint pursuit of this object is demonstrated by the support both Australia and Canada give to ASEAN (Association of Southeast Asian Nations) as a model for regional co-operation.

The busy two-way official-visits program was maintained as Australians continued to assess Canadian experience in such areas as political party institutions, federal-provincial relations, internal government organization and energy plans, while Canadians considered Australian policies related to the office of the *ombudsman*, the question of native rights and mineral-resource development. Close consultations were held on law-of-the-sea issues and nuclear safeguards, particularly under the Nuclear Non-Proliferation Treaty. There were also consultations between the Under-Secretary of State for External Affairs and the Secretary-designate of the Australian Department of Foreign Affairs, N. Parkinson, who visited Ottawa in November. The twelve month also saw the third in the series of bilateral troop-exchange programs under which 150 Australian soldiers trained for six weeks in Canada and a similar number of Canadians trained for the same period in Australia. Finally, as 1976 closed, there was yet another indication of thriving relations: under a program to measure cosmic X-rays of very low energy emanating from outer space, a Canadian *Brant B* rocket was launched in Australia for research purposes.

## **New Zealand**

On the New Zealand side, 1976 was a particularly important period for Canadian and New Zealand relations. In addition to the usual visits by high-level officials of both countries, the then Secretary of State for External Affairs, Allan MacEachen, paid a visit to

New Zealand from August 29 to September 1, 1976, the first official visit by a Canadian holding that office. Mr. MacEachen's visit was made in the context of Canada's diversification policy in the Pacific, and demonstrated the Canadian desire to extend further the already close relations shared by the two governments. Relations between the two countries have a relatively long history. A Canadian Government trade office was opened in Auckland in 1919, a bilateral trade agreement was signed in 1932 and Canada established a high commission in Auckland in 1940. As New Zealand plays a leading role in the South Pacific, it has an important part in the expansion of Canada's Pacific links.

The comprehensive nature of Canadian/New Zealand relations led to the establishment of a Bilateral Consultative Committee, which meets biennially and allows senior officials from both countries to concentrate on bilateral and multilateral concerns. The next meeting will be in Wellington in 1977.

## **Korea**

Canadian interest in the Republic of Korea (ROK) has kept pace with the recent remarkable economic development of that country. In the past, Canada's chief interest in Korea lay in the importance of its stability to the security of the Pacific region generally. In recent years, however, Canada's rapidly-growing trade with Korea and the important flow of immigrants from the ROK to Canada has significantly extended the scope and depth of their bilateral association. One striking indication of this development was the sale to Korea, in January 1976, of a CANDU power reactor, accompanied by negotiation of a rigorous safeguards agreement covering the reactor and its fuels. Canada has also continued to promote in international forums proposals for reducing the tension on the peninsula, at the same time ensuring that the right of the ROK to play a principal part in the determination of its own future is not undermined.

## ASEAN

Canadian relations with Indonesia, the fifth most-populous country in the world, were highlighted in 1976 by the visits of the then Secretary of State for External Affairs, Allan MacEachen, in August and the then Minister of Industry, Trade and Commerce, Don Jamieson, in March. Mr. MacEachen's visit to Jakarta, which was part of a Pacific tour that included Malaysia, New Zealand and Australia, gave additional impetus to a rapidly-expanding association with important political, economic, developmental and commercial aspects. Commercial interests were further stimulated in 1976 by the visit of Don Jamieson, at the head of a Canadian business delegation, to the five ASEAN capitals. In Jakarta, Mr. Jamieson signed an agreement making available, through the Export Development Corporation and Canadian financial institutions, credit facilities worth \$175 million for the purchase of Canadian goods and services. One of Canada's largest bilateral development-assistance programs (involving some \$35 million a year) is operating in Indonesia. In addition, during a recent visit to Jakarta, the President of the Canadian International Development Agency (CIDA) signed an agreement for a \$25-million line of credit as part of the \$200-million financing "package" announced during the official visit of President Soeharto to Canada in 1975.

During his Pacific tour, Mr. MacEachen stressed the support of the Canadian Government for the aspirations and goals of ASEAN, which promises to be an instrument of stability, peace and development in the region. He announced Canada's wish to establish a dialogue with ASEAN. Canada has since made an offer of development assistance to the organization.

Canada's bilateral relations with all five ASEAN member countries are very good. It has traditionally had close relations with Malaysia and Singapore within the Commonwealth. Emphasis in current relations, as with Thailand, has been on expanding mutually-beneficial trade connections, as well as closer

political consultations. The Philippines is a major source of immigration to Canada and a commercial partner of growing importance. Manila is Canada's contact point with ASEAN.



## East Asia

### China

Relations between Canada and China continued to improve and develop during 1976.

During the year the total value of trade was somewhat below the 1974 record level, when exports to China were \$438 million and imports from China were \$61 million. Partly owing to an improved yield in Chinese domestic wheat production, the export of Canadian wheat was reduced, which brought the value of total exports down to \$169 million for the first nine months of the year. Imports from the People's Republic of China (PRC) increased to \$64 million during the same period. The Canada-China Joint Trade Committee met in Peking in the spring to consider the entire range of Sino-Canadian trade relations, including the prospects for increasing the export of non-grain items. On October 13 the Canada-China Trade Agreement was extended for another three years.

Indicative of the widening scope of Sino-Canadian relations were the technical and commercial exchanges that occurred during 1976. Among these was the visit to Canada by a group of Chinese map-makers who came to study Canadian techniques of cartography and surveying. A delegation of Canadian geophysical surveyors visited China as part of the same program. Other examples of the exchanges conducted in 1976 were the visit to Canada by a delegation from the PRC Metals Society to study Canadian mining techniques, and the visit to China of photographic technicians to discuss recent developments in colour-processing.

Cultural exchanges were also an important part of Canada's bilateral relations with China. In August, the Chinese Vice-Minister of Public Health led a delegation to Canada to take part in the ceremonial opening of the Bethune Memorial House at Gravenhurst, Ontario, the birthplace of Dr. Norman Bethune, who died a hero of the army of Mao Tse-tung while working as a doctor and medical teacher during the second Sino-Japanese War. A team of four journalists from Chinese radio and television toured Canada during July and

August and covered the opening of Bethune House.

In June, a Cape Breton miners' choir, The Men of the Deeps, gave a series of concerts in China. During the year, preparations were made for a number of musical and artistic exchanges, including a visit to Canada by the Shanghai Ballet in the spring of 1977 and a tour of China by the Toronto Symphony Orchestra and an accompanying CBC film crew in 1978. The University of Toronto's Blues Hockey Team travelled to the PRC in December for a series of exhibition games.

Academic exchanges are also conducted between China and Canada. Under the official program in 1976, 25 Canadian students studied in China and 30 Chinese studied in Canada. Final preparations were also made for an exchange of professors between Canada and China, to begin during the winter of 1977.

### Vietnam

On July 2, 1976, the unification of Vietnam was officially accomplished with the proclamation of the Socialist Republic of Vietnam. Canada was not asked to recognize the new state formally, since it was considered that relations with the unified Vietnam were a continuation of the relations that had obtained with previous governments of North and South Vietnam.

In September, a delegation led by Vice-Minister for Foreign Affairs Hoang Luong visited Canada for talks on a wide range of bilateral and multilateral topics. As a result of these discussions, the Government of Vietnam sent a mission to Ottawa in November to establish a resident embassy. Because of the Government's austerity program, Canada will not be opening an embassy in Hanoi in the immediate future; instead, the Canadian Ambassador to the People's Republic of China will remain accredited to the Socialist Republic of Vietnam.

Current issues of mutual interest include the reuniting of Vietnamese now living in Canada with members of their families from Vietnam, trade and economic co-operation, and humanitarian assistance to Vietnam.



Canada provided aid to Vietnam during 1976 through a variety of multilateral channels, such as the United Nations High Commissioner for Refugees (UNHCR), the UN Children's Fund (UNICEF), and the International Red Cross. Under a program set up in 1975, Canada continued to provide humanitarian aid, in the form of food and medicine, to Vietnam and other countries in the region, at a total cost of \$16,750,000. A number of Canadian non-governmental organizations also received government support for assistance programs in Vietnam.

### **Thailand**

Canadian relations with Thailand remained active throughout 1976 and were not affected by the change of régime in Bangkok in October. While trade relations remained relatively small, a considerable number of Canadian businessmen visited Thailand during the year in the hope that that country would become a thriving market for Canadian goods. Canada continued to provide assistance to a number of national and international programs in Thailand, including support for regional organizations such as the Asian Institute of Technology. The central aim of Canadian bilateral aid to Thailand during 1976 was to assist the Thai Government in its rural development projects.

### **Burma**

Canada's relations with Burma, for which the Embassy in Bangkok is responsible, include a broad development-assistance program. Canada contributed to development projects in the forestry, agriculture, transportation and minerals sectors. The aim of the assistance program is to help mobilize the Burmese economy to exploit its natural-resource potential with disbursements totalling in 1976 approximately \$5 million.

### **Laos and Kampuchea**

Canada's relations with Laos are conducted through the Canadian Embassy in Bangkok and the Canadian Ambassador to Thailand is accredited to the Government in Vientiane. Canada contributed assistance to Laos through support for a variety of international organizations and programs. Although Canada recognizes the Government of Kampuchea (formerly Cambodia), diplomatic relations have not yet been established.

### **Hong Kong**

During 1976, Hong Kong remained an important trading partner of Canada, both as a source of imports and investment capital and as a market for Canadian goods and services. During the first nine months of the year, Canadian imports from Hong Kong totalled \$206 million, while exports from Canada were \$36 million. Hong Kong remains an important source for immigrants and students coming to Canada.

## South Asia

The provision of development assistance continued to be the main element in Canadian relations with South Asia in 1976, but developments relating to nuclear co-operation were of particular significance. Chief among these was the decision by Canada to terminate its program of nuclear co-operation with India, thereby removing a potentially-troublesome obstacle in the path of normal relations in other fields. As explained by the Secretary of State for External Affairs when announcing the decision on May 18, 1976, Canada's nuclear co-operation with India began in the context of the Colombo Plan and was aimed at the development of nuclear power for peaceful purposes. India's detonation of a nuclear-explosive device in 1974 revealed that Canada and India had profoundly different views concerning the scope for the peaceful application of nuclear energy by states that were not already in possession of nuclear weapons. As an early and vigorous supporter of international efforts to limit and control the proliferation of nuclear-explosive technology, Canada recognized no technical distinction between nuclear explosions for peaceful and non-peaceful purposes. India did not accept this position and insisted that all countries should be free to use all phases of nuclear technology for whatever they viewed as peaceful purposes.

During lengthy negotiations, both sides made earnest efforts to bridge these differences. Canada insisted that any co-operation in the nuclear field be fully covered by safeguards that would ensure that its assistance would not be diverted to nuclear-explosive purposes. The decision to terminate nuclear co-operation was taken when it became evident that this object could not be achieved.

Simultaneous negotiations with Pakistan concerning the improvement of existing safeguards on Canadian nuclear facilities in that country remained inconclusive at the end of 1976. However, the Secretary of State for External Affairs announced on December 22 new upgraded standards of safeguards, which Pakistan, like all other recipients of Canadian nuclear exports, would be required to meet if nuclear co-operation was to continue.

The countries of the subcontinent continued to receive a major share of Canadian development assistance, transferred both bilaterally and through international organizations. For instance, in 1976 as in previous years, India, Pakistan and Bangladesh were the three largest net recipients of Canadian assistance in the world, and bilateral aid to Sri Lanka increased significantly.

Canada was host to two important visitors from South Asia in 1976. In February the Prime Minister of Pakistan, Zulfikar Ali Bhutto, accompanied by his wife Begum Nusrat Bhutto, paid an official visit to Ottawa and Toronto. The visit provided the opportunity to hold wide-ranging discussions on a number of topics of mutual interest, including nuclear relations, trade, development co-operation and international affairs. In October, V. C. Shukla, Indian Minister of State for Information and Broadcasting, visited Toronto, Montreal and Ottawa on the occasion of the opening of an Indian film festival. Mr. Shukla toured facilities of the Canadian Broadcasting Corporation, the National Film Board and Crawley Films, and discussed the possibilities for exchanges between Canada and India in the areas of films and broadcasting.

## Europe

The highlight of Canada's relations with Western Europe during 1976 was undoubtedly the signing of a Framework Agreement for Commercial and Economic Co-operation with the European Communities (EC), i.e. the "contractual link". This agreement was a logical element of Canada's "Third Option" policy, a long-term strategy pursued since 1972, the fundamental purpose of which was to reduce the vulnerability of the Canadian economy to certain external forces, particularly the influence of the United States, and at the same time to increase Canada's ability to advance towards its major goals and to strengthen the feeling of national identity.

One of the main areas of the Canadian Government's policy was, therefore, the diversification of trade and increased industrial and technical co-operation with countries other than the United States, whose position as Canada's largest trading partner was, in any event, secure. In this effort to diversify in order to counterbalance, more or less, the American influence, Western Europe was a natural partner for Canada.

In addition to the ties it already had with the Western European countries, Canada was anxious to establish a "contractual link" with the European Communities. The definition of a negotiating mandate in 1975 and the visit of François-Xavier Ortoli, President of the Commission of the European Communities, to Canada in February 1976 prepared the way for the opening of negotiations between Canada and the Commission on March 11. The purpose of these negotiations was to draw up the framework agreement already mentioned to serve as a contractual link. Since there was no precedent for an agreement of this kind, the negotiators created and innovated as they went along. They met with rapid success, and on July 6 the agreement was signed in Ottawa. Allan J. MacEachen, then Secretary of State for External Affairs, signed for Canada and Max Van der Stoep, Netherlands Minister for Foreign Affairs and President of the Council, and Sir Christopher Soames, Vice-President of the Commission of the European Communities,

signed for the European Communities. The main objects of economic co-operation, as defined in the agreement, were the promotion of Canadian and European industries, the opening-up of new sources of supply and new markets, the encouraging of technological and scientific progress, the creation of new jobs, the reduction of regional disparities and the protection and improvement of the environment. The Framework Agreement came into force on October 1; on December 10, the Joint Co-operation Committee, created in accordance with the agreement, held its first meeting in Brussels. The meeting was opened by Don Jamieson, Secretary of State for External Affairs, and Mr. Ortoli. The purpose of these meetings, which will normally take place once a year, is to promote and review the various programs of economic and commercial co-operation undertaken by Canada and the Communities, especially those concerned with industrial co-operation.

Canada and the European Community hope that their co-operation will complement and strengthen the relations that exist between Canada and individual EC member states. Since many of the areas in which these relations are developing are relevant to the Framework Agreement, Canada's bilateral relations with EC members and its relations with the Community as a whole will, it is hoped, reinforce one another.

While the new bond with the European Communities was the most highly-publicized aspect of Canadian-European relations during 1976, Canada also continued the pursuit of its other major aim in Europe — the reduction of East-West tensions. To this end, Canada continued to develop its bilateral relations with the Eastern European countries, including the Soviet Union. Also, with its partners in the Atlantic alliance, Canada renewed its efforts to negotiate Mutual and Balanced Force Reductions between NATO and the Warsaw Pact (see sections headed "Defence Relations" and "Arms Control and Disarmament"). At the same time, work went ahead on the complementary task of promoting the implementation of the provisions of the Final



Act of the Conference on Security and Co-operation in Europe, signed in Helsinki in August 1975.

## Western Europe

Though 1976 was the year of the Framework Agreement with the European Community, Canada did not attach less importance to its bilateral relations with European countries, whether they were members of the Community or not. In fact, besides the working relations that were maintained in a great many fields by the Canadian embassies in these countries and by their embassies in Canada, special high-level discussions were held with a large number of the countries concerned. Discussions between ministers took place on occasion in conjunction with such regularly-scheduled gatherings as the NATO ministerial meeting, held every six months, and the opening of the UN General Assembly in New York. Such meetings provided the opportunity to discuss bilateral concerns as well as multilateral ones. In addition, ministers made special trips to hold detailed discussions in depth. Among others, there were: the visit to Ottawa in April by the Prime Minister of Belgium, Leo Tindemans, and the Belgian Minister of Foreign Affairs, Renaat Van Elst; the visit to the Federal Republic of Germany (FRG) in May by the then Secretary of State for External Affairs, Allan J. MacEachen, for talks with members of the German Government, especially the Minister of Foreign Affairs, Hans-Dietrich Genscher; Mr. MacEachen's visit to Vienna, also in May, for talks with members of the Austrian Government, in particular with his Austrian counterpart, Doctor Erich Bielka; Mr. MacEachen's talks during the same visit with the senior officials of the United Nations Industrial Development Organization and the International Atomic Energy Agency, which have their headquarters in Vienna; the visit to Ottawa in October of the Greek Foreign Minister, Dimitrios Bitsios; the visit to Paris in November by Mr. Jamieson, Secretary of State for External Affairs, for talks with members of the French Government, in particular the

Minister of Foreign Affairs, Louis de Guiringaud; and the visit to Ottawa in November by the Spanish Foreign Minister, Marcelino Oreja Aguirre. Prime Minister Trudeau received Helmut Schmidt, the Chancellor of the Federal Republic of Germany, in July. This private visit provided the opportunity to discuss bilateral and multilateral questions of common interest. While the Prime Minister was in Rome in September, he was granted a private audience with Pope Paul VI to discuss matters of substance. He also discussed questions of common interest with the President of the Italian Republic, Giovanni Leone, and the Prime Minister of Italy, Giulio Andreotti.

Contacts between other ministers also helped to strengthen Canada's links with individual Western European countries. Canadian ministers received the French Minister of Labour, Michel Durafour, in Ottawa in February, the French Minister of Education, René Haby, in March, the Netherlands Vice-Prime Minister and Minister of Justice, Andreas A. M. van Agt, in May, and the French Secretary of State for the Post Office and Telecommunications, Norbert Ségard, in October. Barnett Danson, then Minister of State for Urban Affairs, visited Paris in February in connection with the *Habitat* Conference; John Munro, Minister of Labour and Minister Responsible for Multiculturalism, visited Italy in June; and Daniel MacDonald, Minister of Veterans Affairs, visited Paris in November. Among the many parliamentary exchanges was the visit to Ottawa in June by a large delegation from the Council of Europe, headed by the President of the Parliamentary Assembly of the Council of Europe, Karl Czernetz.

In addition, commissions and working groups pursued the development of bilateral relations. This resulted in the meeting of the Canada-France Joint Commission for Scientific Affairs in March, the Canada/Federal Republic of Germany Committee on Cultural Relations in April, and the Canada-Belgium Joint Commission on Cultural Relations in October. In November and December, the Italian Under-Secretary of State for Foreign Trade, Luigi Michele Galli, headed a large



delegation sent to Canada to discuss industrial co-operation.

Finally, Canada signed a number of agreements with Western European countries during 1976. These included: the air agreement between Canada and France and the fisheries agreement with Spain in June; the fisheries agreement with Portugal in July; the agreement between Canada and Switzerland to avoid double taxation, signed in August; the contracts signed in October with the Federal Republic of Germany for the purchase and loan of *Leopard* tanks; the agreements signed with Spain in November and with Austria in December for the avoidance of double taxation; the settling of temporary fishing arrangements with France in December; and, again in December, the contract signed by Atomic Energy of Canada Ltd. and the Italian para-governmental firm Progettazione Meccaniche Nucleari to install CANDU reactors in Italy and possibly in other countries.

## Eastern Europe

During 1976, high-level consultations continued to be of primary importance in the conduct and expansion of Canada's bilateral relations with the centralized governments of the Eastern European countries.

In May, Roméo Leblanc, Minister of State for Fisheries, visited the Soviet Union. During this visit an agreement on mutual fisheries relations was signed, setting out the conditions under which Soviet vessels might fish within Canada's expanded fisheries jurisdiction. The agreement permits Soviet vessels to fish, under Canadian control, for resources surplus to Canada's requirement.

A second major Canadian-Soviet agreement was signed during the visit to Canada in July of the Soviet Minister of Foreign Trade, N. S. Patolichev. The Long-Term Economic Agreement provides a framework that integrates two existing agreements, the Trade Agreement and the Industrial Exchanges Agreement, and facilitates the further expansion of economic co-operation between Canada and the U.S.S.R. In accordance with this

agreement, an Assistant Deputy Minister of Industry, Trade and Commerce visited Moscow in September and in October the newly-appointed Secretary of State for External Affairs, Don Jamieson, and the Minister of State for Small Business, Len Marchand, led a group of Canadian businessmen to Moscow for the first meeting of the mixed commission provided for under the new economic agreement.

During his visit to Canada for the Montreal Olympics, Soviet First Deputy Premier Novikov met Prime Minister Trudeau.

Relations with Poland were highlighted by a visit to Canada in May by Foreign Minister Olszowski, who, besides holding two days of talks with the Secretary of State for External Affairs, toured Canada to hold trade discussions with British Columbia's Premier Bennett and senior government ministers in Quebec. In Ottawa, an air agreement was signed providing for the inauguration in June of scheduled services between Warsaw and Montreal. A fisheries agreement was also signed in anticipation of the extension of Canada's fisheries jurisdiction and to provide interim arrangements for West Coast fishing. Permission was given for the opening of a new Polish consulate in Toronto.

Expansion of Canadian-Polish trade relations continued with the visit to Warsaw in November of the Minister of State for Small Business. Mr. Marchand signed an \$80-million contract for the supply of machinery to Poland's Kwidzin pulp-and-paper project, in which Canadian experts had been participating. Also in the fall, Mr. I. Skwirzynski, Polish Minister of the Forestry and Timber Industry, visited Canada, and Quebec Minister of Industry Guy St. Pierre headed a trade mission to Poland.

The Hungarian Deputy Premier, Gyula Szeker, paid a visit to Canada in May, meeting Mr. Jamieson, who was then Minister of Industry, Trade and Commerce. In October, the Romanian Deputy Minister of Foreign Trade, Mr. Stanciu, came to Canada to participate in negotiations on nuclear power co-operation.

While on vacation in August, Prime Minister Trudeau consulted briefly with Yugoslav Prime Minister Bijedic.

In 1976, Canada entertained parliamentary delegations from Yugoslavia, Hungary and the Soviet Union. These visits, part of a program administered by the Speaker of the House of Commons, were in exchange for earlier visits of Canadian parliamentarians to these countries.

In addition to exchanges of political leaders and parliamentarians, consultations between governmental officials play an important role in the development of bilateral relations with East European countries. An Assistant Under-Secretary of State for External Affairs travelled to Eastern Europe twice during 1976. In July, he held talks with officials in Moscow and Bucharest. Consultations were held in December in Budapest and Belgrade. In September, an Assistant Deputy Minister of Industry, Trade and Commerce visited Prague and Moscow for trade talks. Senior Polish officials visited Canada in April to begin negotiations on a consular agreement and in November trade consultations were held with Polish officials in Ottawa.

Progress in the development of Canada's relations with the German Democratic Republic continued, and an agreement was reached in September for the mutual accreditation of ambassadors. This will be on a non-resident basis, with the GDR Ambassador in Washington, D.C., accredited to Ottawa, while Canadian relations with the GDR will be conducted from Warsaw.

In December, a Canadian Embassy was opened in Bucharest, J. E. Thibault being appointed Canada's first resident Ambassador to Romania.

In sports, there were regular exchanges of teams between Canada and the U.S.S.R. under the 1973 Agreement on Principles of Co-operation in Sport, and Soviet Olympic Committee officials concerned with planning for the 1980 Games in Moscow continued to visit Canada to learn from the Montreal

experience. The Soviet and Czech national hockey teams participated in the 1976 Canada Cup of Hockey, held in September under the auspices of the Canadian Government.

The Canada-U.S.S.R. General Exchanges Agreement provides for a program of academic, scientific and cultural exchanges with the Soviet Union, including an annual exchange of graduate students. Senior officials of the Soviet Ministry of Public Health visited Canada in July 1976 to learn something of current developments in public health, medical-care delivery systems and the medical sciences. In return, Canadian health officials visited the Soviet Union in September. Five Canadian journalists toured the U.S.S.R. in 1976, in return for a visit to Canada by Soviet journalists in 1975. The Canadian writers Ralph Gustafson, Al Purdy, Marie-Claire Blais and Antonine Maillet also visited the Soviet Union under the program. Somewhat earlier, several Soviet poets and writers had visited Canada. Works of art from the Hermitage Museum were shown in Montreal and Winnipeg in the fall of 1976, and plans are in progress for a selection of works by Canada's Group of Seven to be shown in Soviet centres in 1977. A Canadian film week was held in Moscow, Leningrad and Riga in January.

Canadian exchanges with other Eastern European countries are not based on formal agreements. For the most part, they are organized on a commercial or institution-to-institution basis, but Canada has entered officially into reciprocal scholarship programs with Hungary, Poland and Yugoslavia. The programs, which began with the 1976-77 academic year, provide for the annual exchange of three graduate students with each of those countries. In February 1976, an exhibition of Inuit (Canadian Eskimo) prints was held in the Yugoslav cities of Belgrade, Sarajevo and Ljubljana, and in the same month a collection of Canadian books was presented to the University of Sarajevo by the Department of External Affairs. The National Library of Canada held an exhibit of Canadian books in Sofia, Bulgaria, and



an exhibit of Canadian industrial machinery was shown at the Plovdiv Fair. In the spring, the Montreal Symphony Orchestra visited Prague.

## **CSCE**

During 1976, the Canadian Government co-operated with other participants in the Conference on Security and Co-operation in Europe in monitoring the progress being made in implementing the provisions of the CSCE Final Act signed at Helsinki on August 1, 1975, by the leaders of the 33 participating European states, as well as by Canada and the United States. It also undertook a review of the extent of its own compliance with the Final Act, with a view to ensuring fulfilment of its commitment to implement the Act fully as and when opportunity arose. While this must be regarded as a long-term process, the Government believes that full implementation of the Final Act by all the participants could be a significant step in the improvement of East-West relations. Preparations were begun by the Department for the follow-up meetings in Belgrade, which are to begin on June 15, 1977, and will review the progress in implementing the Final Act.

## **Northwestern Europe**

### **Britain**

Relations with Britain, which have always been remarkably cordial, have involved the free exchange of people, products and ideas. The origins of this two-way movement are found in a shared history, a community of language, values and institutions and, probably most important, kinship. Over the years, the relationship has evolved from one in which sentiment played a large part to the situation today, in which the ties between the two countries have developed and matured.

While interaction in areas such as bilateral trade may have declined in relative terms, common interests in political, social and commercial matters ensure that Britain will remain one of the countries of central importance to Canada.

The strength and durability of these ties was demonstrated by the interest aroused by Prime Minister Callaghan's week-long tour of Canada in September. His informal itinerary, which featured such occasions as a ranch barbecue and an ice-hockey game, took in the Western, Central and Eastern provinces, in each of which he met the premier. In Ottawa, Mr. Callaghan was the guest of Prime Minister Trudeau and met other members of the Cabinet. Besides giving Britain's new Prime Minister his first comprehensive view of Canada, the tour afforded a welcome opportunity to Canadians in many walks of life — from Alberta ranchers to Nova Scotia fishermen — to discuss with him and his party questions of importance to the citizens of both countries.

Secretary of State for External Affairs Don Jamieson visited London in December for talks with his counterpart, Anthony Crosland, and with Denis Healy, Chancellor of the Exchequer. Mr. Jamieson also presented the British Prime Minister with a topographical map of the "Callaghan Trail", in Newfoundland's Gros Morne National Park, which had been dedicated while Mr. Callaghan was in Canada.

Informal consultations on a broad variety of bilateral and international issues are held regularly between the two countries. On a formal level, the Canada/United Kingdom Continuing Committee has provided the most important forum for the discussion of mutual problems since its creation in 1948. There has also been a continuing flow, in both directions, of senior political figures, journalists and academics, many of whom have been involved in government-sponsored symposiums and seminars.

Though Britain is now Canada's third most-important trading partner, in the exchange of people and ideas it is challenged only by the United States. It also continues to be an important source of investment in Canada. The two-way movement of visitors of all sorts — especially students — remains more active with Britain than with any European country, and the influx of settlers from Britain is greater than from any other coun-



try. New British immigrants, who in 1976 numbered over 24,000, not only brought with them valuable skills but helped, in less tangible ways, to strengthen the relations between the two countries. It is in these human terms, often difficult to measure, that the relationship continues to thrive, in many instances outside the sphere of operation of either government.

In areas as varied as the military, scientific, academic and cultural, the tempo of exchange has quickened. Government initiatives during 1976 resulted in an expansion and strengthening of academic ties with Britain at Sussex University and at the University of Edinburgh, where a Chair of Canadian Studies, the first in Britain, was established. Satisfactory progress was also made in the joint production of films as the result of the signing in 1975 of an agreement for the co-production of films.

In the cultural sphere, the successful tour in England and Scotland of the Montreal Symphony Orchestra and a variety of painting exhibitions, ranging from a collection of the contemporary works of Greg Curnoe to those of the Group of Seven, took place during 1976. The scope of the exchange program for the visual arts was matched in the field of music — in which, for example, classical performances of the Orford Quartet contrasted with the electronic modern compositions performed by the New Music Concerts.

## **Ireland**

There exists between Canada and Ireland a tradition of warm relations and an affinity deriving from the fact that nearly 10 per cent of the Canadian population is of Irish ancestry. Although in recent years immigration figures have remained stable at about 1,500 annually, ties of sentiment, rooted in the past, are strong. Of late, these have been reinforced by government moves to increase cultural, theatrical and educational exchanges, a direction given added impetus by the appointment in 1976 of Canada's new Ambassador to Ireland, A. E. Ritchie, a former Under-Secretary of State for External Affairs. In addition to book-presen-

tation programs, including a gift of French-language books to Trinity College, Dublin, where there is a Canadian studies program, steps were taken in 1976 to increase the number and variety of Canadian activities in the visual and performing arts in Ireland and, through the press and allied media, the coverage of events likely to be of interest to the Irish.

From a late start in 1966, Canadian investment in Ireland, especially in telecommunications and in the lead- and zinc-mining sectors, has grown significantly, a trend that is expected to continue. With a view to encouraging overseas investment, Mr. M. Killeen, then managing director of the Irish Industrial Development Authority, visited Canada and met prospective investors.

In recent years Ireland has been one of the fastest-growing markets for Canadian products in the European Community. After a slump during 1975, Canadian exports made a gratifying recovery, returning to their 1974 record level.

Although Ireland is not a member of NATO, Irish and Canadian troops have had a special association in various peace-keeping roles, notably in Cyprus.

## **Nordic countries**

A similar northern environment, a common pragmatic outlook and a shared European heritage provide the basis of Canada's relations with the Nordic countries. Over the years, Canadians have developed a community of political, economic, social and environmental interests with the Nordic peoples, reflected in the ever-increasing flow of visitors, both official and private, between Canada and Scandinavia. Canadians have been interested in Scandinavian innovations and experiments in the field of social development, and Nordic models are often studied for possible application to Canadian circumstances. During 1976, the then Secretary of State, Hugh Faulkner, visited Denmark (including Greenland) and Norway to compare Canadian and Nordic governmental programs for aboriginal populations.

The distinct political alignments of Denmark, Iceland and Norway as members of NATO, and of Sweden and Finland as neutrals, do not prevent Canada from co-operating closely with the Scandinavian countries as a group, either regionally or internationally, on diverse issues. Collaboration is particularly notable in such fields as peace-keeping, the law of the sea, protection of the environment and management of Arctic resources.

Although trade between Canada and the Nordic countries is still modest, concerted efforts are being made to expand it through industrial co-operation in various forms.

Immigration from Scandinavia is small; however, immigrants from those countries are highly skilled and make an important contribution to the prosperity of their new country.

### **Denmark**

The Danish Minister for Greenland, Jorgen Hansen, visited Canada twice during 1976. His first visit was in February, when he met the Secretary of State for External Affairs and the Minister of State for Fisheries for discussions on subjects of mutual interest. On his return in May, Mr. Hansen toured the Canadian Arctic as guest of the Minister of Indian and Northern Affairs to study local conditions and compare notes with Canadian officials on problems of Arctic and Northern administration.

Canada and Denmark share important interests in the environment, in northern marine boundaries and in fisheries limits, which are subjects of frequent exchanges between them. There are regular contacts between the Northwest Territories administration and Greenland officials, as well as between the Inuit of Canada and the Greenland Eskimos, who are able to move easily between the two territories, by sled or on foot, across the pack-ice.

### **Sweden**

Canada and Sweden signed an extradition treaty in Stockholm in February and exchanged their instruments of ratification in Ottawa in June.

Sweden was one of the first countries with which Canada, at the Swedish Prime Minister's suggestion, discussed new ways of increasing economic exchanges through various means of industrial co-operation. In December, a Swedish economic mission visited Canada; there had been a similar Canadian mission to Sweden in 1975.

A Canadian Parliamentary delegation visited Stockholm in August to study Swedish parliamentary organization and methods, as well as that country's industrial democracy, nuclear-energy program and employment policies.

The Minister of Labour, Ingemund Bengtsson, came to Canada in February for discussions with the Canadian Ministers of Labour, Regional and Economic Expansion, and Urban Affairs. Canadian interest in Swedish achievements in social welfare and labour-management relations is attested by the large number of visitors, federal and provincial, public and private, who travel to Sweden every year to see how the Swedes manage these things.

### **Finland**

A Finnish economic mission visited Canada in September to explore opportunities for industrial co-operation, reciprocating a similar Canadian visit to Finland in 1975. In March, Canada and Finland signed a safeguards agreement on nuclear material in Helsinki, enabling Canada to undertake long-term uranium sales to Finland.

In mid-summer, under the joint auspices of the governments of Canada and Newfoundland, the schooner *Norma and Gladys* visited Helsinki, as well as Copenhagen, Oslo and Stockholm, with an exhibit explaining Canada's position on the law of the sea and the protection of the marine environment.

### **Iceland**

An Icelandic parliamentary delegation came to Canada in June, visiting Ontario, Nova Scotia, Quebec and Manitoba, where the largest community of Icelandic Canadians lives. While in Ottawa, the leader of the dele-



## Western Hemisphere

gation presented a facsimile edition of one of Iceland's greatest literary treasures, the *Flateyjarbok*, to the House of Commons and invited a Canadian delegation to visit Iceland.

During 1976, the first experimental shipping link was established between Reykjavik and Halifax; it was hoped that there would be a sufficient volume of trade to sustain it and to augment the modest level of commerce between the two countries.

### Norway

There has long been close military co-operation between Canada and Norway in connection with NATO's northern flank. The Minister of National Defence visited Oslo in March to confer with colleagues and to observe a NATO exercise in which Canadian forces took part. The Norwegian Defence Commission visited Canada in June to study the Canadian defence structure.

The bonds of friendship with Canada were further strengthened in September when Crown Prince Harald unveiled a monument in Toronto commemorating "Little Norway" (where Norwegian airmen had trained in the Second World War), which he presented to the Canadian people. The Minister of State for Urban Affairs accepted the presentation on behalf of Canada. Some 150 Norwegian veterans and their families visited Toronto for the ceremony.

Its neighbours in the Western hemisphere are of prime importance for Canada. Canadian relations with the United States are more important and extensive than its relations with any other country. Further south, Latin America and the Commonwealth Caribbean constitute a major area for the implementation of Canada's policy of diversifying its foreign relations.

As in the past, Canada attached the highest importance to the management of its relations with the United States. In view of the magnitude, diversity and complexity of the interests involved in the relationship, differences of opinion were remarkably few. Bilateral issues were approached constructively by both sides, thus contributing to the effective management of relations and a high level of co-operation. During 1976, Canadians joined their American neighbours in the celebration of the U.S. Bicentennial by staging a number of special events. While the customary wide range of bilateral questions was considered by the two countries, they also took part, with other countries, in the consideration of global political, economic and social problems.

In 1976, Canada continued to develop its relations with the countries of Latin America, both on a bilateral basis and through inter-American institutions. The highlight of the year was the visit of the Prime Minister to Mexico, Cuba and Venezuela.

Canada's secure and long-established links with the Commonwealth Caribbean continued to evolve in the light of new Caribbean realities, which included the economic links of the Caribbean Community and Common Market (CARICOM) with the European Community through the Lomé Convention and the interest manifested by larger CARICOM states in closer relations with Eastern Europe. Negotiations continued towards a new trade and economic treaty between Canada and the CARICOM countries, which should constitute an important new element in Canadian relations with the Commonwealth Caribbean.



## Commonwealth Caribbean

During 1976, the close and fruitful historical co-operation between Canada and the countries of the Commonwealth Caribbean continued and there were active exchanges in both directions. Barbados, Grenada, Guyana, Jamaica, and Trinidad and Tobago all maintain high commissions in Ottawa. There is also in Montreal a Commission for the Eastern Caribbean, which represents the West Indies Associated States and the Leeward and Windward Islands. Canada has high commissions in Barbados (also accredited to Grenada and the West Indies Associated States), in Jamaica (also accredited to the Bahamas and Belize), in Trinidad and Tobago, and in Guyana. The Canadian High Commissioner in Georgetown, Guyana, is also accredited as Canada's non-resident Ambassador to Suriname. During the year, the Canadian Consul General in New York presented his credentials as Commissioner to Bermuda.

Important links have, for a variety of reasons, existed for many years between Canada and the Commonwealth Caribbean. The flow of trade remains significant, although the \$90.4-million value of Canadian exports to the region during 1976 represented a significant decrease from the 1975 level. Canadian imports from the Caribbean, valued at \$40.6 million, also represented a considerable decrease. The level of Canadian investment in such fields as tourism, the alumina-bauxite industry and banking is high (\$350-500 million), while the many thousands of Canadians who visit the region each year, the large number of Canadians resident in the Caribbean, the educational ties and the growing West Indian community in Canada give important personal dimensions to the relation.

Canada's friendship with the Caribbean countries has an influence that goes beyond close bilateral relations. The peoples of the Caribbean play an active role in such international forums as the United Nations Conference on Trade and Development (UNCTAD) and the Conference on International Economic Co-operation in putting forward issues of concern to the developing world. The

Caribbean governments also exercise a moderating influence on the continuing North-South dialogue. The Caribbean nations serve with Canada on a UN committee, established by the General Assembly, to draft a convention opposing *apartheid* in sports.

During July, several official visitors from the Caribbean came to Canada, among them Senator Derrick Knight and Gus Compton of the Secretariat of the West Indies Associated States. A highlight was the visit in October of Prime Minister Manley of Jamaica to Ottawa and Toronto, during the course of which a \$100-million Canadian Government economic package of short-term loans and credits and a longer-term development line of credit for Jamaica was concluded.

Guatemala's claim to a part of the territory of Belize was considered again at the thirty-first session of the UN General Assembly. A resolution, co-sponsored by Canada, supporting the territorial integrity of Belize and its right to independence, was adopted by the Assembly.

Several significant political developments occurred in 1976. Elections returned incumbent governments to power in Trinidad and Tobago, Grenada and Jamaica, but led to the defeat of the government in Barbados. The new Prime Minister of Barbados is Tom Adams, the son of Barbados's "father of independence".

## Economic developments

The Commonwealth Caribbean countries continued to pursue regional economic co-operation and integration through such institutions as CARICOM and the Caribbean Development Bank. At the hemispheric level, they participated in such important organizations as the UN Economic Commission for Latin America (ECLA), the Organization of American States (OAS), and the Latin American Economic System (SELA).

Meetings supplementing the Canada/Commonwealth Caribbean consultations of November 1975 were held in Port of Spain in September and in Ottawa in December to work out a new trade and economic treaty to

replace the 1912 and 1925 West Indies Agreement and the 1966 Protocol.

The economic difficulties that had troubled the Commonwealth Caribbean, particularly since 1974 — unemployment, instability in commodity prices, high import bills and international balance-of-payments deficits —, continued during 1976. Jamaica suffered a balance-of-payments crisis early in the year, which had to be alleviated by a series of loans from its CARICOM partners, the IMF and Canada. Similar economic dislocation was evident in the West Indies Associated States.

Economic problems such as these and a desire for greater independence from foreign ownership of certain important industries prompted several Commonwealth Caribbean governments to increase their control over these enterprises. Guyana purchased the assets of the Bookers Consortium, a British group with large Guyanese holdings. The Jamaican Government acquired equity in some of the largest alumina-bauxite firms on the island.

During 1976, the Canadian International Development Agency reviewed its Caribbean policy and made some changes of emphasis. While the region is expected to continue to receive the highest *per capita* disbursement in Canada's aid program, its direction will shift from a concentration on social and industrial infrastructure projects to the generation of productive employment. Canada also continued its support of regional institutions such as the Caribbean Development Bank and the University of the West Indies.

### **Latin America and the inter-American system**

Canada's relations with the countries of Latin America were strengthened by the visits of Prime Minister Trudeau to Mexico, Cuba and Venezuela in January and February. This was the first time Latin America had been visited by a Canadian Prime Minister since 1960, and it was intended to demonstrate Canada's desire to strengthen its relations with the three countries, and with Latin America as a whole. The tour provided an opportunity not only to promote bilateral relations but also

to exchange views on inter-American questions, as well as on issues of world-wide significance.

Canada maintains relations with all the countries in Latin America through 13 resident missions. In addition, it participates, in one way or another, in almost all inter-American organizations. Canada has a permanent observer mission to the Organization of American States in Washington and is a member of the Inter-American Development Bank, the UN Economic Commission for Latin America, the Pan-American Health Organization (PAHO), the Inter-American Institute of Agricultural Sciences (IICA), the Pan-American Institute of Geography and History (PAIGH) and other regional bodies.

Canada has also found numerous opportunities to work with Latin American countries outside the inter-American system in such organizations as the United Nations and its agencies, the International Monetary Fund (IMF) and the General Agreement on Tariffs and Trade (GATT), and in such forums as the Law of the Sea Conferences and the Conference on International Economic Cooperation, of which Venezuela and Canada are co-chairmen.

Trade has long been a major element in Canada's relations with Latin America. After a slight decline in Canadian trade with the area in 1975, preliminary figures for 1976 showed an important increase. The total value of Canadian imports from Latin America was \$1,937.7 million, of which petroleum imports from Venezuela accounted for \$1,291.1 million, compared to \$1,649.6 million in 1975, of which oil from Venezuela accounted for \$1,097.5 million. Canadian exports rose from \$1,257.2 million in 1975 to \$1,480.3 million.

To promote Canadian sales in Latin America, the Export Development Corporation signed a number of long-term loan agreements in 1976. Credits of \$116 million were provided to Panama, of \$20 million to Brazil, of \$20.9 million to Peru, of \$18 million to Ecuador, of \$13 million to Venezuela, of \$12 million to Argentina and of \$3.5 million to Guatemala.



In addition to the Prime Minister's visit to Latin America, visits were made in both directions to promote closer economic relations. In May, the Deputy Minister of Natural Resources of Mexico came to Canada to discuss the purchase of CANDU reactors. During the same month, a Venezuelan trade mission headed by the Minister of Development and the Minister of Basic Production arrived in Canada to examine purchasing possibilities. A Canadian trade mission visited Ecuador and Peru in June. In the same month, the Venezuelan Minister of Mines and Hydro-carbons visited Canada to discuss co-operation in the development of oil technology and the sale of Venezuelan oil to Canada. In September, the Minister of Agriculture went to Brazil to discuss agricultural co-operation and the Minister of Industry, Trade and Commerce visited Venezuela. In November, the newly-established Canada-Brazil Joint Committee met in Ottawa.

The President of the Treasury Board, Robert Andras, represented Canada in December at the inauguration of President José Lopez Portillo, and held informal talks with Mexican authorities.

The Canadian Association for Latin America (CALA), the members of which are Canadian companies with interests in Latin America, continued to familiarize Canadian firms with trade and investment prospects in Latin America. The Brazil-Canada Chamber of Commerce continued providing the same services for Canadian business firms interested in Brazil. CALA's fifth major conference, CALA V, was held in Caracas in January in conjunction with the Prime Minister's visit to Venezuela.

Canada's bilateral aid program in Latin America is small compared to its programs in some other parts of the world because of the relatively advanced stage of the economies of several countries in the region and the Canadian policy of concentrating only on the poorest countries and populations. The Canadian International Development Agency provided \$27 million to various countries of the region, of which \$4.2 million went to Guatemala for relief in the aftermath of the devastating earth-

quake that occurred in February. About \$3 million was committed by CIDA in matching grants to Canadian non-governmental organizations with programs in Latin America. The President of CIDA made two visits to the region in 1976. In March, he went to Guatemala to assess the effect of Canada's aid to that country after the earthquake, and to Colombia and Peru to discuss industrial-development co-operation and evaluate Canada's assistance programs in those countries. In November, he went to Venezuela for discussions with various regional financial organizations, and to Brazil to discuss new forms of co-operation.

Canada also provided funds for multi-lateral assistance programs through the Inter-American Development Bank (IDB) and through various specialized technical organizations. Since Canada became a member of the IDB in 1972, it has committed \$382 million to the Bank.

The International Development Research Centre (IDRC), which has its headquarters in Ottawa and is financed by Canada, continued to fund research on the application of science and technology to the needs of developing countries. For the fiscal year 1976-1977, the IDRC approved 29 projects in Latin America with a total value of \$6 million. The local institutions carrying out these projects included the Bolivian Institute of Agricultural Technology, the Regional Centre of Co-operation on Population in Colombia, the Tropical Agriculture Centre of Research and Formation in Costa Rica, the National Council of Science and Technology in Mexico and the Peruvian Association of Faculties of Medicine.

Canadian relations with Latin American countries extended into many other areas. During the Prime Minister's visit to Latin America in January, a cultural agreement with Mexico and a sports agreement with Cuba were signed. A Canadian parliamentary delegation visited Venezuela, and Mexican parliamentarians came to Canada. The Latin American countries, especially Mexico and Cuba, continued to attract a large number of Canadian tourists.



## United States of America

Relations with the United States continued in 1976 to be Canada's most intensive and complex bilateral connection, involving a wide range of bilateral and multilateral interests, viz. political, economic, defence, environmental and social. Because of the variety, complexity and number of the interests at play in this relationship, there is a continuous interplay between the two countries. Indeed, both governments gave high priority to the sensitive and careful management of their relations by such means as timely exchanges of information, prior notification and consultation and, when appropriate, negotiations.

During 1976, Canadians undertook a number of projects in celebration of the Bicentennial of the American Revolution, thus indicating the importance they attached to relations with the United States. During his visit to Washington in June, the Prime Minister presented President Ford with a special edition of the book *Between Friends/Entre Amis*, commissioned by the National Film Board of Canada for the Bicentennial. The two leaders also discussed a number of bilateral and multilateral issues.

In August, the Secretary of State for External Affairs met in Washington with the U.S. Secretary of State, Henry Kissinger, and in October the newly-appointed Secretary of State for External Affairs, Don Jamieson, met with Dr. Kissinger. A number of multilateral and bilateral issues were reviewed at these meetings, in particular developments with respect to the Conference on International Economic Co-operation and the need to redefine maritime boundaries and fisheries arrangements between Canada and the United States following their announced intention to extend their respective fisheries jurisdictions to 200 miles from their coastlines.

## Economic

Canada and the United States continued to be one another's largest trading partners in 1976, with two-way trade reaching approximately \$50 billion. Canadian governmental and commercial entities raised significant

amounts of capital in U.S. financial markets during the year. Because of the breadth of economic relations between the two countries, there were, as in past years, a great many issues under active discussion.

There was a notable increase in the number of anti-trust investigations in the United States — especially those involving potash, uranium, sulphur and zinc — with both political and economic impact in Canada. These investigations into alleged anti-trust activities touched on areas where the firms in question undertook actions at the direction of, or with the support of, the Government of Canada or a Canadian provincial government, and appeared to raise questions about the extraterritorial nature of the U.S. anti-trust proceedings. Co-operation and consultation between the two governments led to greater recognition of the interests of each in these matters.

Trade in automobiles and parts continued to be a matter of concern throughout the year. Officials of both governments continued work on separate but parallel studies of the state and prospects of the industry. In 1976, Canada sustained a net trade deficit in the automotive sector, due to the substantial deficit on auto parts trade; this net deficit was less than in 1975.

Canada's agricultural trade was affected by U.S. imposition in October of a world quota on beef and veal imports. Consultations were held with the United States late in 1976 on the two-way trade in these commodities for the following year, and ended in an exchange of letters of mutual understanding. Among the provisions of the letters was an agreement to consult on the meat trade during the course of the year.

The Canadian Radio-Television and Telecommunications Commission's policy of random deletion of U.S. commercials from Canadian cable-television programs, designed to counter the flow of Canadian advertising to U.S. border stations, aroused a strong reaction in the United States and was the subject of several meetings between Canadian and U.S. officials. By the end of the year, a temporary

solution to the problem was provided when the CRTC announced postponement of further implementation of its commercial-deletion policy pending an assessment of the effects of amendments to the Income Tax Act that disallow as a business expense the cost of advertising on U.S. border stations and an examination of alternative methods of achieving the aims of Canadian broadcasting.

There were frequent consultations between the two countries on a variety of international trade and monetary questions, which were held in a bilateral context as well as in the context of issues facing such international forums as the MTN, GATT, the IMF and the UN.

### **Energy**

The energy sector continued to be an important and active area in 1976.

The *ad referendum* transit-pipeline agreement, which will provide reciprocal security of passage and non-discrimination for the hydrocarbon resources of each country crossing the other in existing or future pipelines, was initiated in January. Officials of both governments exchanged information throughout the year on developments in the transportation of northern gas to southern markets.

While the increase in the border price of natural gas and the gradual reduction in Canadian crude-oil exports caused some concern in the United States, there was increased understanding of the justification for Canada's energy policies, and both governments continued to approach the energy problem pragmatically. Officials also met to discuss oil-supplies and existing and potential oil "swaps".

Canada worked in close co-operation with the United States and other countries on international energy and related financial questions in the International Energy Agency and at the Conference on International Economic Co-operation.

### **Marine boundaries and fisheries**

Both Canada and the United States announced in 1976 plans to extend their respective fishing-zones to a 200-mile limit in 1977.

As a result of these plans, discussions were resumed on the four maritime boundaries that remained unsettled. Discussions were also held on a new bilateral fisheries agreement. No final agreement was completed in 1976. As the year ended, intensive negotiations were under way to reach agreement on interim fisheries arrangements.

### **Environment**

In 1976, a high priority continued to be given by both countries to transboundary environmental matters. In a note of October 12, 1976, the Canadian Government, concerned about the possible injurious effects of the Garrison Diversion Unit in North Dakota on Canadian health and property, requested that the U.S. Government defer further construction, and decisions on construction, of the Lonetree Reservoir until after the International Joint Commission (IJC) report on the transboundary implications of the Garrison project had been received and subsequent discussion between the two governments had taken place.

On another environmental matter of major importance, the Canadian Government continued to voice its opposition to a proposed oil-refinery and tanker-terminal at Eastport, Maine, and more particularly its resolve not to agree to the transporting of large volumes of pollutants through Head Harbour Passage.

There were consultations between the two countries on the question of West Coast tanker traffic from Alaska, on Beaufort Sea drilling operations, on Rio Algom's proposed Cabin Creek coal-mining development in British Columbia, the construction of a thermal-power plant on the East Poplar River just north of the Saskatchewan-Montana border, on the Great Lakes Water-Quality Agreement, and on a Canadian proposal to construct regulatory works in the Richelieu River for flood-control purposes.

The International Joint Commission continued to play a very active role in Canada-U.S. environmental relations. Among the significant transboundary environmental matters considered by the Commission during the

year were the Garrison Diversion Project, Great Lakes water-quality and -levels questions, Saint John River water-quality, and the apportionment of Poplar River flow.

### **Defence**

Close Canadian-U.S. co-operation on defence questions continued in 1976. A wide variety of questions affecting bilateral arrangements for North American defence were considered by the Permanent Joint Board on Defence (PJBD) and in a number of bilateral discussions.

Agreement was reached, after lengthy negotiation, on the purchase from the Lockheed Corporation of a long-range patrol aircraft (the CP-140) for the Canadian Armed Forces.

### **Public Affairs**

With all their other functions, Canada's Embassy in Washington and the 15 consular posts in the U.S. continued their efforts to increase the knowledge and understanding of Canada in that country through Canada's largest public-affairs program. This involved extensive contacts with the U.S. information media and arrangements for visits to Canada by key "opinion-formers". Posts continued to encourage the development of Canadian studies programs at selected U.S. universities and Canadian cultural activities in the United States continued to expand. (For Canadian participation in the U.S. Bicentennial celebrations, see pp 84.)



# II Multilateral Activities

## The Commonwealth

For the Commonwealth 1976 was filled with change. During his first full year as the head of the Secretariat in London, Secretary-General Ramphal tackled in an imaginative fashion the job of expanding the scope of Commonwealth activity in international affairs. In the past the Commonwealth demonstrated a remarkable flexibility in adapting itself to the pressing needs of its widened membership of 36. Now more than ever, it is possible to speak of a "new Commonwealth" with a common heritage dating from the British Empire, whose operating principles of consultation and co-operation are, however, based on equality, understanding and mutual respect. The Commonwealth family contains over 935 million members of diverse races, languages and cultures and, as Prime Minister Trudeau put it at the heads-of-government meeting in Ottawa in 1973, it is Canada's "window on the world".

During 1976 Canada, with its Commonwealth partners, followed attentively developments in Southern Africa. A measure of the Commonwealth's collective concern was the support given by the Secretariat to the Zimbabwe African nationalist delegations at Geneva, and to black Rhodesians, through the Special Commonwealth Program for Rhodesians. Another major problem that received careful examination by the Commonwealth was the international economic situation and the need for international economic reform.

### Senior officials' meeting

As one of the years intervening between biennial heads-of-government meetings, 1976 permitted the further implementation of the recommendations of the last meeting of Commonwealth leaders in Kingston, Jamaica, in 1975. To ensure continuity in high-level consultations among Commonwealth members, senior officials (cabinet secretaries) met in Canberra from May 26 to 28 to discuss possible Commonwealth activity in promoting industrial development and co-operation among member countries. They welcomed the Secretary-General's proposal for the appointment of a team of industrial specialists from

several Commonwealth countries to recommend specific proposals for expanding the industrial sectors of member countries. Subsequently, Canada nominated an industrialist as its representative on the Commonwealth Expert Group on Industrial Co-operation. The senior officials also examined the situation in Southern Africa and reaffirmed the hope of all Commonwealth members that a transition to majority rule in Rhodesia could be effected quickly, peacefully and irreversibly. Following a Canadian initiative at Kingston in 1975, they also confirmed that Commonwealth Day would be observed simultaneously in the 36 Commonwealth countries on the second Monday of March, starting in 1977.

### Finance ministers' meeting

The annual meeting of Commonwealth finance ministers took place September 30 to October 1 in Hong Kong, where the ministers exchanged views on the problems of international economic affairs. They took special note of the increasingly grave problems of debt and balance-of-payments deficits that affected energy-importing countries and agreed that "... devising effective arrangements to assist developing countries to achieve a sustained rate of growth and to provide for at least minimum needs of all their peoples remained the most pressing task". They expressed concern at the problems facing many countries in their struggle for economic growth and called for a new determination in the wealthier countries to give the developing countries access to their resources and their markets.

The finance ministers welcomed the document entitled *Further Report — Towards A New International Economic Order*, prepared by the Commonwealth Experts' Group (the McIntyre Group), which had already been circulated at UNCTAD IV in Nairobi. The experts' report, which called for urgent action to mitigate the plight of poor countries while the international community sought more basic international reform, was given general endorsement by the ministers, who further agreed that its proposals should be given "... due consideration in framing national and

international policies on the critical question of providing greater opportunity for development to the developing countries and of the progressive removal of the widening disparities of wealth between the rich and poor countries". The Group was requested to submit its final report to the heads-of-government meeting in June 1977.

### **Technical co-operation**

The operations of the Commonwealth Fund for Technical Co-operation were reviewed by the Triennial Review Group, which submitted its report in March. Canada's contribution to the CFTC for 1975-76 was £2.2 million, almost 40 per cent of the total budget. The CFTC has undertaken a rapid expansion of its activities and, at its meeting of April 21, the Board of Representatives agreed to expand the Fund to £7 million for 1976-77. But it continues to adhere to its guiding principles of encouraging "cross-fertilization" between developing countries themselves and of transferring technical assistance from developed to developing countries.

The Board of Representatives of the Fund agreed that a special Commonwealth fund for Mozambique should be created with an initial target of £1 million. By September, Commonwealth members had pledged over £850,000 to this fund.

### **Commonwealth Foundation**

Considerable progress was made by the Commonwealth Foundation in promoting professional development and encouraging contacts between professional and occupational groups throughout the Commonwealth. Canada agreed in 1976 to increase its contribution from 15 to 32 per cent of the Foundation's budget of £700,000.

### **Other Commonwealth conferences**

About 50 conferences, seminars and workshops, both governmental and non-governmental, were held during 1976. The Commonwealth Sanctions Committee met on March 4 and again on March 31. On March 17 and 18, the Commonwealth Secretariat

organized a meeting of Commonwealth representatives to discuss issues arising at the Third United Nations Conference on the Law of the Sea in New York. From March 22 to 27, the Commonwealth Regional Health Secretariat convened a regional seminar and workshop on textbooks and manuals for health workers and the Secretariat co-sponsored a seminar on foreign investment in Port Moresby from March 22 to 26. From April 2 to 4, a conference on municipal law in Commonwealth countries was held in Britain, and educationalists and broadcasters from 12 developing member countries visited India from April 4 to 17, financed by the Secretariat and assisted by the Commonwealth Broadcasting Association. From April 10 to 18, a regional workshop on world development organized by the new Food Production and Rural Development Division of the Secretariat, was held in Nigeria, and the Commonwealth Science Council organized a workshop on communications techniques in Tanzania. The Commonwealth Youth Affairs Council, meeting in Malta from April 26 to 30, decided that an expansion of the activities of the Commonwealth Youth Program under its new Canadian director, Dr. André Renaud, should be undertaken.

On May 2, Commonwealth health ministers met prior to the annual meeting of the World Health Assembly in Geneva and from May 11 to 14 a ten-member Commonwealth study group met in London to discuss recommendations made by the Commonwealth Program for Applied Studies in Government. In June there was a meeting in London of senior representatives of Commonwealth regional organizations, who discussed ways of promoting regional and interregional co-operation among Commonwealth countries. The Commonwealth Legal Education Association Committee and the Commonwealth Committee on Cyprus also met during the month in London.

From September 7 to 10, the speakers of Commonwealth parliaments held their fourth conference in Britain, and Mauritius was host from September 18 to 30 to the twenty-second Commonwealth Parliamentary



Conference. The eleventh General Conference of the Commonwealth Broadcasting Association was held from September 27 to October 7 in Singapore. There was a regional seminar on Commonwealth education in Hong Kong from September 28 to October 8, and from October 4 to 9 the seventeenth Canadian regional conference of the Commonwealth Parliamentary Association was held in Charlottetown. From October 4 to 13, the third conference of Commonwealth postal administrators was held in Sri Lanka, which was also host to the ninth biennial meeting of the Commonwealth Science Council from November 29 to December 3. From December 13 to 18, the fourth Commonwealth Conference on Development and Human Ecology was held in Dacca.

### **The grass-roots Commonwealth**

A notable development in Commonwealth affairs in 1976 was the growth in the role of non-governmental organizations, the "unofficial Commonwealth". In tune with this increasing activity, Dalhousie University in Halifax played host to a conference on the Commonwealth and non-governmental organizations in October (Commonwealth NGOs number well over 200). The conference underlined the need for increasing contacts between the official and unofficial Commonwealth.

Among the Commonwealth NGO meetings that took place in 1976 were the second conference of the Commonwealth Association of Planners in Auckland in February and a seminar convened by the Commonwealth Association of Surveying and Land Economy in Zambia from April 6 to 9. The fourth Commonwealth conference of the Royal Life-saving Society was held in May in London. In July, Georgetown entertained the twelfth Caribbean Regional Conference of Parliamentary Associations and a Commonwealth seminar on international educational placements was held in Regina. The fourteenth Commonwealth Book Fair was opened in Britain in August and in September the triennial Conference of the Commonwealth Association of Architects was held in York.

Across Canada, the Royal Commonwealth Society maintained its traditional lively interest in Commonwealth affairs and co-sponsored with the Department of External Affairs the fourth Student Commonwealth Conference in Ottawa in April. One hundred high-school students from Ontario and Quebec participated in this three-day conference, which culminated in a model heads-of-government meeting.

### **Visit of the Secretary-General**

Canada welcomed Secretary-General Ramphal on an official visit from October 27 to November 7. He came to Canada to participate in the Dalhousie Conference, to attend a meeting in Ottawa of the national council of the Royal Commonwealth Society and to speak in Toronto and London. He met Canadian officials on November 4 and the Prime Minister the following day. Mr. Trudeau and Mr. Ramphal discussed a wide range of issues, including Southern Africa, the Commonwealth Games, and the 1977 heads-of-government meeting.

### **Membership**

On June 28, 1976, the Commonwealth welcomed a new member, the Seychelles, which, like Canada and Mauritius, is a bilingual country and a full-fledged member of both the Commonwealth and La Francophonie. The Commonwealth has also fostered the growth of new and interesting contacts between the Secretariat and the Agency for Cultural and Technical Co-operation.

Secretary-General Ramphal recently declared: "The Commonwealth has one-quarter of the world's people, but it has nearly one-half of the world's poor. And of those who are classified as the 'absolute poor', the poorest of the poor . . . nearly three out of every four live within the Commonwealth." This stresses the immensity of the task facing the Commonwealth, and suggests that Canadians should continue to give it their full support.



## **La Francophonie**

The year 1976 was important in the history of La Francophonie, the international community of about 30 French-speaking nations.

In particular, the structures of intergovernmental French-speaking institutions were consolidated and procedures were established to encourage wider co-operation and closer relations among these institutions. In addition, the orientation of programs was redefined, with greater attention being paid to projects that would be more likely to satisfy the needs of the less-developed member countries.

## **Canada's role**

Canada continues to work towards strengthening and broadening the international French-speaking community to make it a useful forum for dialogue and an effective framework for co-operation, particularly between industrialized and developing countries. Canada's constant support in the past, and the constructive role it continues to play, have earned the nation a place at the forefront of the international French-speaking community.

## **Agency for Cultural and Technical Co-operation**

At the June and December meetings of its Administrative Council, the Agency for Cultural and Technical Co-operation began to implement the decisions made at the General Conference held in Mauritius in November 1975. The Agency's administrative and managerial reorganization was completed. The Administrative Council also completed the organization of, and regulations for, Agency staff.

The programs approved by the Administrative Council fall within the three major areas of concern delineated by the General Conference: development, the promotion of national cultures and languages, and educational, scientific and technical co-operation. The projects, which are to be carried out mainly in rural areas, meet the criteria established by the General Conference for the promoting of

a few relevant, high-priority, activities that can generally be managed with little supervision.

Implementing the decision of the General Conference, the Council adopted in June the regulations for a special program of promoting development through economic, social and cultural co-operation, including education and training, and through the pooling of economic, financial, technical and cultural resources. The special program, financed through voluntary contributions, complements the Agency's other programs and fills the gaps in other bilateral and multilateral co-operation activities. Its purpose is the study and implementation of development projects corresponding to needs expressed by each country, especially in the fields of education, training, research, agriculture, health and social communication. It is open to all countries that are members of the Agency and the French-speaking ministerial conferences. At the discretion of the Administrative Council, non-members of these institutions may also participate.

Canada, one of the originators of this program, has pledged a \$750,000 contribution that it hopes to increase to \$2 million during the next three years of special-program operations. Other countries, including Gabon, Senegal, Tunisia, Haiti, Upper Volta, Togo and Mauritius, have also announced their intention of contributing. An interim committee will be formed to study details of the program. While awaiting the definitive start of the special program, Canada has offered a one-time, untied contribution of \$250,000 in order to help the Agency carry out in 1977 some projects of the type the special program is intended to support.

Another important aspect of the Agency's activities in 1976 was the Council's authorization of the renewal of the program to assist the Comoro Islands in the secondary-education sector. A contingent of about 50 teachers was organized for the next school year. Canada is to send about ten teachers.

The second Festival de la Jeunesse was postponed until the summer of 1978 at the request of the host country, Gabon.

The Council took note of Lebanon's intention of playing host to the next General Conference, which is to be held in the fall of 1977. The Council welcomed the Seychelles Islands as a new member of the Agency. The Seychelles, Canada and Mauritius are members of both the Commonwealth and the Agency.

### **Conferences on education and on youth and sports**

The annual session of the Conference of Ministers of Education of French-speaking Countries was held in N'Djamena, Chad, from February 23 to 27. Bernard Lachapelle, then Quebec's Minister of Education, headed the Canadian delegation, which also included representatives from New Brunswick, Ontario and Manitoba. The conference gave particular attention to the problems of teacher-training. It approved the plan to merge the technical secretariats of the two sectoral conferences (on education and on youth and sports). In order to bring about closer collaboration with the Agency for Cultural and Technical Co-operation, the conference declared itself in favour of the joint operation of projects proposed by the Agency relating to national languages and local production of pedagogical materials for teaching and professional training. For its next session, the conference has chosen as its theme pedagogical supervision for elementary and secondary teachers.

The annual session of the Conference of Ministers of Youth and Sports was held in Paris from July 12 to 14. Headed by Paul Phaneuf, the minister responsible for the Quebec High Commission for Youth, Recreation and Sport, the Canadian delegation also included Jean-Pierre Ouellet, New Brunswick's Minister of Youth, René Toupin, Manitoba's Minister of Tourism, Recreation and Cultural Affairs, and a representative from Ontario.

In consideration of the need for French-speaking institutions to harmonize their programs and standardize their procedures, the Conference of Ministers of Youth and Sports agreed to a merger of its secretariat with that of the Conference of Ministers of Education,

and took certain steps towards this end. In the light of the recommendations made by the various technical committees, the conference approved a series of training programs and youth workshops that will be financed partly from external sources and partly by support from the Agency for Cultural and Technical Co-operation. Canada made changes in its program of training grants for senior managers, increasing its expenditure by \$75,000; its contribution to this federally-initiated program will thus amount to approximately \$450,000. Quebec intends to make financial contributions amounting to about \$60,000 to certain programs.

### **Non-governmental organizations**

Canada continues to encourage, and in many cases provide, financial support for the numerous private French-speaking associations that unite individuals within a common profession or specific sector who wish to establish bonds of co-operation and means of mutual recognition. The interest demonstrated by these associations and the activities they sponsor have contributed a great deal to the progress achieved by the international French-speaking community.

Among these groups are the International Conference of French-speaking Economists, which met at Laval University from May 13 to 15, with participants from many French-speaking countries. York University organized a symposium on the topic "The French-speaking Community in the Americas" from June 2 to 5, to which participants came from Canada, France, the United States, Haiti and the West Indies. Finally, the International French-language Conference on Immunology met at the Manoir Richelieu, Pointe-au-Pic, Quebec, from October 11 to 15.

### **United Nations**

The year under review was a period of relative calm for the United Nations. Events outside the main UN forums, together with a greater appreciation on the part of member states of the value of consensus, lessened confrontation and eased certain of the immediate

tensions that had affected earlier discussions, especially in the General Assembly. At the thirty-first session, the debate on the Middle East, a source of much controversy in 1975, produced no startling results and was generally subdued, owing in part, no doubt, to the civil war in Lebanon and the Presidential election in the United States. Initiatives in Southern Africa, culminating in the convening of the Geneva Conference on Rhodesia, introduced a degree of restraint in the debate on that question, as delegations appeared concerned not to jeopardize these delicate negotiations. On the establishment of the "New International Economic Order", there was tacit agreement by both sides in the "North-South" dialogue to await the results of the Paris Conference on International Economic Co-operation and the follow-up negotiations to the May 1976 UNCTAD conference held in Nairobi, Kenya.

The General Assembly adopted 245 resolutions stemming from 124 items inscribed on the agenda for the thirty-first session. Of these, 148 were adopted without vote and only 97 required recorded votes. The relatively small number of recorded votes reflected the General Assembly's increasing awareness of the need for consultation and consensus. In the recorded votes, Canada voted affirmatively 56 times, abstained 34 times and cast negative votes only seven times. Thus, including those carried without vote, Canada was able to support 204 of the 245 resolutions adopted at the thirty-first session.

Throughout 1976, Canada, a founding member of the United Nations, continued to reaffirm its dedication to the ideals and principles of the organization through a policy of extensive, if necessarily selective, contributions to the world body. The UN's commitment to improving the "quality of life" found further expression at the *Habitat* conference in Vancouver in May. The coming into force during 1976 of the Covenants on Economic, Social and Cultural Rights and on Civil and Political Rights was a major step forward for the UN. Referring to these achievements in his October 24 UN Day message to the Secre-

tary-General, the Secretary of State for External Affairs wrote:

This has been a time of adjustment and occasional frustration for the United Nations. During a difficult period, these accomplishments have constituted concrete proof, not only of the validity of the principles embodied in the Charter, but also of the progress being made in their implementation.

I can assure you that Canada attaches importance to the work of the United Nations and will continue to be a loyal and constructive member.

Canada's record as a "loyal and constructive member" received special recognition in 1976 through its election to the Security Council for 1977-78. This was the fourth time that Canada had been selected.

The UN took another step towards universality by admitting Angola, Samoa and Seychelles, thus bringing the membership to 147. A source of particular pride for Canada was the granting of observer status to the Commonwealth Secretariat, whose application Canada co-sponsored.

Equally welcome to Canada was the reappointment of Kurt Waldheim to the post of Secretary-General. In his message of congratulation, Mr. Jamieson wrote:

As you undertake anew the varied and often onerous tasks associated with the position, be secure in the knowledge that you do so with our collective best wishes for success. Canada looks ahead in particular to a close and beneficial relationship with you during our forthcoming service on the Security Council, where your diplomatic skills and professional advice will be highly valued.

No attempt to chronicle the achievements of the UN or Canada's efforts in support of those achievements within the limits of this *Annual Review* can be comprehensive. The focus in this section, therefore, is on those areas of major concern to Canada. A number of UN matters are, however, dealt with in other sections throughout the text; law-of-the-sea questions, UNESCO and UNCTAD, for example, are discussed under their own



headings. A fuller appreciation of Canada's involvement in the UN in 1976 will be provided in other chapters, particularly those concerning Canada's multilateral activities.

### **Political and security questions**

For a number of reasons, notably those mentioned above, the trend away from confrontation and towards dialogue begun at the thirtieth session was maintained at the thirty-first. In the view of some delegations, the thirty-first session was a holding operation. Whatever one's interpretation, the fact that substantive debate on a number of decisive issues was taking place in other bodies — the CIEC, UNCTAD IV, Geneva — augured well for the thirty-first session.

### **Korea**

The deadlock on the question of Korea created at the thirtieth session by the adoption of two mutually-contradictory resolutions was avoided at the thirty-first, when the supporters of the DPRK (North Korea) withdrew their resolution. The supporters of the ROK then did likewise, and the question was deleted from the agenda.

### **Southern Africa**

A major political highlight of the session was the debate on issues relating to Southern Africa, notably the questions of *apartheid* and Namibia. The third major Southern African question, Rhodesia, was the subject of equally intense debate, but in another forum, the conference at Geneva, and the delicate nature of those negotiations appeared to have discouraged any initiative that might have compromised the possibility of a successful outcome.

Canada's support for the efforts to achieve social justice in Southern Africa through peaceful means continued undiminished and its utter rejection of racial discrimination in Southern Africa was clearly expressed in Mr. Jamieson's September 29 speech to the General Assembly:

My Government agrees that the early inde-

pendence of both Namibia and Rhodesia on the basis of majority rule and racial harmony is essential to the peace of Africa. It believes as well that South Africa must meet the legitimate political, social and economic demands of the majority of South Africans, supported by the virtually unanimous opinion of this Assembly, if such peace is to endure.

Nevertheless, the deterioration of the situation in the region, particularly in the wake of the civil unrest in South Africa itself and the unsatisfactory constitutional conference in Namibia led to an increasingly strong stand on the part of African and other Third World delegations at the thirty-first session. For the first time, countries having extensive economic relations with South Africa were singled out for criticism by name in resolutions. Armed struggle in Namibia under the direction of SWAPO (South West African People's Organization) received General Assembly support, and the debate on *apartheid* explicitly treated the situation in South Africa as a colonial one. These developments led most Western countries, including Canada, to abstain on a number of major resolutions, more moderate versions of which Canada had been able to support at the thirtieth session.

### **Middle East**

The debate on the Middle East, though generally subdued, continued to occupy a great deal of the Assembly's time. The "racism-Zionism" link, first made in 1975, remained part of the rhetoric in play, but direct references to it disappeared from resolutions. Similarly, while some resolutions reflected a lack of balance by proposing impractical and one-sided solutions to the Middle East conflict, it was generally felt that political developments in the aftermath of the Lebanese civil war and in the wider Arab context were such as to justify hope for an early resumption of the Geneva conference. A moderate Egyptian resolution calling for a resumption of the talks received general support, including that of Canada and most Western countries. Canada's approach to the Middle East question is to

strike a balanced and logical position on all resolutions on the basis of the principles contained in Security Council Resolutions 242 and 338. Canada's position was expressed through its participation in the debate on the situation in the Middle East and in a series of explanations of vote, in which the main determinants of the Canadian position were outlined, including Canada's dual recognition of Israel's right to an independent existence and of the legitimate aspirations of the Palestinian people.

### **Cyprus**

In the General Assembly debate on Cyprus, the Canadian representatives expressed Canada's disappointment at lack of progress towards a negotiated settlement of Cyprus's difficulties; he also expressed disappointment at the inadequate financial support accorded by member states to the United Nations Force in Cyprus (UNFICYP), despite broad agreement that it played an important, and even crucial, role. The plenary debate provided little indication of progress on the Cyprus issue.

As the second-largest contributor of personnel to UNFICYP, Canada abstained on the resolution adopted by the General Assembly because of its failure to include the normal provision calling on the parties concerned to co-operate with the peace-keeping force.

### **Peace-keeping**

The mandates of the three main UN peace-keeping forces in which Canada is a major participant were extended by the Security Council during 1976: the United Nations Emergency Force (UNEF), which is stationed in the Sinai, for a full year, until October 24, 1977; the United Nations Disengagement Observer Force (UNDOF), situated in the Golan Heights, for a further six months, until May 31, 1977; and the United Nations Force in Cyprus, also for a six-month period, until June 15, 1977.

Canada continued to take part in the deliberations of the Committee of 33, which

is charged with developing peace-keeping policy. Progress by the Committee remained limited, however, owing to differences existing among its members concerning the principles governing the establishment and day-to-day control of peace-keeping operations. The thirty-first session of the Assembly nonetheless renewed its request that the Committee continue its efforts to reach acceptable guidelines. (See also section on peace-keeping under "Defence Relations".)

### **Disarmament**

The UN's role in the search for a solution to the complex problems of disarmament continued at the thirty-first session, while the growing frustration at the lack of progress on this range of issues was reflected in more than 100 statements of national position and the adoption of 22 resolutions. The continuing non-participation of two of the nuclear powers and a manifestly cautious attitude by the superpowers did not provide an atmosphere conducive to progress. An optimistic note was struck, nevertheless, by the general agreement to call a special session on disarmament in 1978, an initiative co-sponsored by Canada. Mr. Jamieson captured the mood of many delegations in his statement of September 29 to the General Assembly, in which he said:

We must not delude ourselves, however, that the principal obstacles to progress on disarmament will be removed by discussion in this Assembly. These obstacles are the differences of view among states as to the best ways of ensuring their security. Our examination of ways of improving the role of the United Nations in the field of arms control and disarmament will have achieved little unless member countries redouble their efforts to overcome these differences. At this mid-point in the Disarmament Decade, the responsibility to address the real obstacles to progress is shared by all members of this organization. But this responsibility falls most heavily on the nuclear-weapon states and other states of military significance. Progress will be meagre unless we re-examine traditional assumptions, take ade-

quate account of the security concerns of others, and seize all opportunities for concrete action.

### **Economic and social questions**

The sixtieth and sixty-first sessions of the Economic and Social Council dealt with a variety of social and economic items of particular concern to Canada, which served the second year of a three-year term on the Council during 1976. Unlike previous spring sessions of ECOSOC, which had been devoted chiefly to social affairs, the sixtieth session expended much of its time in the heated debate on the Decade for Action to Combat Racism and Racial Discrimination, which was the item under which the Zionism controversy had emerged at the previous year's General Assembly session. However, despite the expenditure of time on this essentially politicized debate, the session passed a number of useful resolutions, including measures to implement some of the provisions of the International Covenant on Economic, Social and Cultural Rights and to provide relief assistance to Guatemala, Madagascar, Ethiopia and Mozambique. During the session, Canada was elected to the Governing Council of the UN Development Program and to the Committee on Natural Resources.

At the invitation of Ivory Coast, the first week of the sixty-first session took place at Abidjan (ECOSOC's first meeting in Africa). This session, devoted to economic questions (as had been the practice for several years), worked in the shadow of the fourth United Nations Conference on Trade and Development, which had just ended, and the Conference on International Economic Co-operation (the North-South dialogue), discussed on pages 49-50. These two conferences were the year's major international negotiations on the economic questions relevant to the Third World and, as a result, the ECOSOC session itself was a fairly quiet and unproductive one. The session did, however, establish a study group on corrupt practices of transnational corporations and, of particular interest to Canada, adopted the report of the *Habitat*

Conference by consensus and without politicized debate.

### **Human rights**

In 1976 the international legal basis for the enforcement of human-rights standards was strengthened by the entry into force of three human-rights instruments — the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, and the latter's related Optional Protocol. At a federal-provincial conference of ministers responsible for human-rights matters in December 1975, the procedures for ensuring full compliance in Canada with these instruments was negotiated, and Canada acceded to all three on May 19, 1976. By acceding, Canada is legally obliged to maintain certain specified standards of human rights, as enumerated in the documents, and to report periodically on its compliance to the Economic and Social Council or to the Human Rights Committee (this is a new monitoring body established under the Covenant on Civil and Political Rights). In addition, accession to the Optional Protocol enables individuals to draw to the committee's attention allegations that they have been victims of violations of the covenant in Canada.

The timing of Canada's accession to the Covenant on Civil and Political Rights enabled it to participate in the first election to the Human Rights Committee, held in New York on September 20, 1976. Professor Walter S. Tarnopolsky of the Osgoode Hall Law School, York University, was one of 18 persons chosen for membership on the committee (on which they serve in their personal capacities) and was subsequently chosen for a four-year term. The Committee was to begin its work in the spring of 1977.

In 1976, Canada served the first year of its three-year term on the Commission on Human Rights. Canada's efforts were directed towards upgrading the commission's investigatory work and preventing excessive politicization. Canada considered the thirty-second session of the commission a qualified success,



with modest progress attained on the issues of torture and religious intolerance.

A Canadian delegation also participated in the work of the Commission on the Status of Women, which devoted most of its 1976 sessions to two important tasks. First, the commission elaborated a program for the United Nations Decade for Women (proclaimed by the General Assembly in 1975), which was designed to ensure the full and effective participation of women in all aspects of national life. Secondly, though requiring a special resumed session to do so, the commission completed a draft convention on discrimination against women. This convention will be considered by the General Assembly at its thirty-second session in 1977 and, if approved, will enter into force when 20 states have ratified or acceded to it.

Canada's participation in the international human-rights objectives of the Decade for Action to Combat Racism and Racial Discrimination was still jeopardized in 1976 by the appearance in several UN bodies of resolutions approving of or recalling the "Zionism-is-racism" resolution passed at the 1975 General Assembly.

### Special conferences

The major United Nations special conference during the year was *Habitat*, the UN Conference on Human Settlements, which took place from May 31 to June 11 in Vancouver. *Habitat* grew out of the Stockholm Conference on the Human Environment of June 1972 and was launched by the General Assembly later that year, when, at the same time, it accepted Canada's offer to act as host.

Enrique Peñaloza of Colombia was appointed *Habitat* Secretary-General. A preparatory committee of 56 member states held three sessions before the conference; regional preparatory meetings were held in Asia, Africa, Latin America and Europe and a series of expert meetings and governmental working groups were also organized to consider or advise upon aspects of the conference's work.

The Canadian delegation of 71 included representatives from four levels of government

(including four federal and nine provincial ministers) and the non-governmental sector.

The conference was attended by 132 states, which made it the largest ever held by the United Nations. At its first meeting, following addresses by the United Nations Secretary-General, Canada's Governor-General and Prime Minister, the conference elected the then Canadian Minister of State for Urban Affairs, Barney Danson, president by acclamation. The President of Mexico, Luis Echeverria, addressed the conference at the following session.

Three items on the agenda were of major importance: the declaration of principles, recommendations for national action, and recommendations for international co-operation. The declaration, containing both general principles and specific goals for government programs, was adopted by the conference by a roll-call vote of 89 in favour, 15 (including Canada) opposed, with ten abstentions. Canada supported the general intention of the declaration, but could not accept an amendment that associated it with the 1975 General Assembly Resolution (No. 3379) that defined Zionism as a form of racism. While the debate on this item attracted a large amount of press attention, the main work of the conference focused on its recommendations for national action where most effort in human settlements needed to be concentrated; 64 recommendations were passed concerning settlement policies, shelter, clean water and land-management, among other topics, and a number of measures were adopted to support these efforts regionally and globally.

A unique feature of *Habitat* was the audio-visual program in which 249 films and 160 capsules were presented by delegations as parts of their countries' positions. These materials were shown to the conference sessions, in the Project Presentation Centre, at the Queen Elizabeth Playhouse and on cable television. The five Canadian films concerned Canadian design innovations, metropolitan government, land-banking, water-treatment and community-revitalization. To preserve and augment this resource material, the conference

recommended the establishment of an audio-visual information centre. Canada offered to house and finance the centre in its initial phase, and, after the General Assembly had approved the recommendation at the thirty-first session, it was set up in co-operation with the newly-formed Human Settlements Centre at the University of British Columbia.

Another major conference was the Tripartite World Conference on Employment, Income Distribution and Social Progress and the International Division of Labour, which took place in Geneva from June 4 to 17, 1976, under the aegis of the International Labour Organization, as a contribution to the shaping of a "New International Economic Order". Canada was represented by a delegation led by the Minister of Labour, Mr. John Munro, and composed of federal and provincial government officials, Members of Parliament and employer and worker representatives. In the declaration agreed upon at the end of its work, the conference endorsed a development approach that emphasized meeting the basic needs of all people, noted the importance of the interdependence of people in achieving the satisfaction of these basic needs and agreed that, to reduce unemployment, a high rate of growth was necessary.

### **Canadian financial contributions to the UN system**

In 1976 the thirty-first session of the General Assembly approved an additional \$38 million in proposed expenditures, bringing the total biennial budget appropriations for 1976-77 to \$783,932,000. These funds will support the economic, social and humanitarian programs of the UN and meet the costs of staff salaries, headquarters maintenance and publications. Expenses are assessed among UN member states on the basis of a complicated scale based largely on relative national incomes. Under a newly-revised scale, effective in 1977, Canada will be assessed 2.96 per cent of the regular budget: its contribution of \$9,925,904 in 1977 will be the ninth-largest. This amount represents a slight reduction from the previous rate for Canada. The rates of

some members rose dramatically, particularly those that had derived greatly-increased revenue from petroleum production in recent years. In addition, Canada also pays assessments as a member of the various UN Specialized Agencies; these amounted to approximately \$16 million in 1976.

The Canadian contributions for UN peace-keeping cover primarily expenses in excess of those that would have been entailed to maintain the same forces in Canada. For UNFICYP, it is estimated that Canada spent a total of \$10 million in the fiscal year 1975-76, including \$1.93 million in unclaimable expenses attributable solely to the presence of 515 Canadian Forces personnel in Cyprus, and \$800,000 for airlift costs — which, however, will be refunded by the UN. In the Middle East, there are almost 1,100 Canadians serving with UNEF II and UNDOF at a total annual cost of \$13 million, including pay and allowances; about \$7 million annually is claimed from the UN to offset these expenses. Canada pays its assessed share of the entire force's expenses under a special formula. These payments amounted to \$4.6 million in 1975-76.

Voluntary contributions, mostly for development-assistance activities as opposed to regular budget expenses, constitute a much larger portion of Canada's financial contribution to the UN system; they amounted to \$140 million in 1976. Canadian priority was attached to the UN's central development-assistance funds, such as the United Nations Development Program (UNDP) and UNICEF, which together received about \$28 million, and to the World Food Program, with \$99 million (\$10 million cash, \$89 million in food grains). The concentration of Canada's aid to these UN institutions reflects its position as one of the world's major food-producers and its preference in principle to channel assistance through general development funds rather than the various special-purpose funds established from time to time by the UN and the Specialized Agencies. Smaller contributions in cash and kind went towards refugee activities, programs to benefit the victims of *apartheid*,

## Defence relations

and humanitarian and disaster-relief assistance, all of which responded to urgent needs in the international community.

### NATO

Canada was one of the 12 original signatories of the North Atlantic Treaty. Successive Canadian Governments have maintained that Canada's security remained linked to both that of Europe and that of the United States — a view shared by other members of the alliance. Canada supports the idea of collective security, and remains convinced of NATO's important political role in the reduction, and eventual removal, of the underlying causes of potential East-West conflict through negotiation, reconciliation and settlement. These views were developed in some detail in 1970 in *Foreign Policy for Canadians* and in the 1971 White Paper on Defence.

In May 1975, Canada's commitment to NATO was reaffirmed when the Prime Minister visited Brussels to participate in a NATO heads-of-government "summit" meeting. He restated Canada's belief in the idea of collective security and its support for NATO, and pledged the maintenance of an effective Canadian contribution to NATO defence.

The Government has given concrete form to Mr. Trudeau's pledge by decisions it took following an extensive review of Canada's defence structure. In November 1975, the Government announced that capital expenditure for defence would be increased, in real terms, by 12 per cent each year for the following five years, until capital expenditures reached at least 20 per cent of the total defence budget. The replacement of certain obsolescent weapons and equipment of the Armed Forces was also approved in principle. The first steps towards implementing the Government's decision were taken in 1976 by arranging to purchase a new main-battle tank, the *Leopard 1*, for the Canadian Forces in Germany and a new long-range patrol aircraft, designated the CP140 *Aurora*.

These arrangements were concluded at a time when members of the alliance continued to experience, in varying degrees, the impact of severe inflation, energy disruption and recession. Under these circumstances, particular attention had to be paid to the problem of maintaining an adequate level of defence



capability in the face of serious strains on the economies of some of the allies. Alliance members, including Canada, continued to seek economies by increasing specialization in the development, production and acquisition of military equipment in order to avoid costly duplication of effort. Efforts also continued to reduce strain between Turkey and Greece, which could affect the security and cohesion of the alliance.

Canada's membership in NATO also continued to be a factor in the development of its political, economic and scientific-technological relations with Europe, by which Canada seeks to balance its relations with the United States. The alliance allows — indeed, obliges — both Canada and the United States to maintain a profound interest in European affairs, and exemplifies the interdependence of Europe and North America. It also provides Canada with an opportunity to consult with 14 other countries (including eight of the nine members of the European Community) on a continuous and regular basis on a variety of political and military questions.

Chief among these is the complex of dynamic issues and relations grouped under the heading *détente*. Progress in this long and arduous process was achieved in Helsinki on August 1, 1975, with the signing of the Final Act of the Conference on Security and Co-operation in Europe. Among the obligations undertaken in that Final Act are the "confidence-building measures" (CBMs) by which the signatories agree to notify each other of all major military manoeuvres in Europe in which they are taking part.

Canada has already issued notifications of manoeuvres in which Canadian troops participated, which took place in the Federal Republic of Germany in 1975 and 1976. CBMs also provide for the optional invitation of observers to manoeuvres. NATO decided to support this provision fully, and observers have been invited to all major exercises in which Canada has been involved. These invitations have at some time or other been accepted by all countries that participated in the CSCE except those that belong to the

Warsaw Pact. It is Canada's hope that conference-building measures will become a permanent element of the policy of all CSCE signatories in the period ahead.

### **North American defence co-operation**

Canada's support for the principle of collective security is not limited to its membership in NATO. As part of its contribution to the maintenance of a stable strategic balance of power, Canada co-operates with the United States in the defence of North America. Notable examples of this co-operation are the joint systems of surveillance and control of North American air-space and anti-submarine defence measures, as well as defence-production-sharing arrangements.

The principal consultative body for Canada/United States defence co-operation is the Permanent Joint Board on Defence. In 1976, the Board held discussions on a variety of mutual-defence questions, including such issues as an agreement for the continued stationing of U.S. forces at Goose Bay, Newfoundland, and implementation of the provisions of the renewed NORAD Agreement of 1975.

Discussions continued during 1976 on the redefinition of NORAD regional boundaries, the effect of which will be to create two NORAD regions entirely in Canada, controlling all air operations over this country. Related talks also began between Canada and the U.S. on the sharing of responsibilities for future air-defence systems. It was agreed that, with the perception of a continued bomber threat, many joint surveillance and control systems would need to be replaced and modernized in the 1980s.

Canada and the United States also exchanged views on such questions as the dispersal of U.S. military aircraft to Canadian bases in time of emergency, the development of surplus lands at the U.S.-leased naval station at Argentia, Newfoundland, and the use in North American air defence of the Airborne Warning and Control System. Canada and the United States regularly co-operate in

research activities in the North, many of which have defence implications.

In December, the Minister of National Defence, Barney Danson, visited Washington for discussions with the outgoing Secretary of Defence, Mr. Rumsfeld, on both NATO and North American defence questions.

### **Peace-keeping**

Canada's commitment to peace-keeping has remained strong, despite the heavy strain placed on the resources of the Canadian Armed Forces, because the Government has continued to consider that the peace-keeping operations in which they were engaged constituted the best way to prevent hostilities from recurring and offered hope for the achievement of enduring peaceful conditions.

Canada continued to be the largest contributor of troops to UN peace-keeping in 1976. Almost 1,600 Canadians are serving abroad in this capacity, including almost 1,100 with the United Nations Emergency Force and the United Nations Disengagement Observer Force in the Middle East and 515 in the United Nations Force in Cyprus. Canadians also continued to participate in the two peace-keeping operations of longest standing — the United Nations Truce Supervisory Organization (UNTSO) (smallest of the three, peace-keeping forces in the Middle East) and the United Nations Military Observer Group India-Pakistan (UNMOGIP), both of which were established in 1948.

In spite of relative stability in each of the peace-keeping theatres during 1976, progress was slow towards the solution of the underlying political problems. No negotiations were conducted on the Middle East issue and intercommunal talks in Cyprus, after having been broken off in April, had not resumed at the year's end.

### **Military training assistance**

The Military Training Assistance Program is administered by an interdepartmental committee under the chairmanship of the Department of External Affairs. It provides available training positions, upon request, for

members of the armed forces of selected developing countries, primarily in Africa and the Caribbean. The positions provided are in basic officer and junior-staff training, as well as in trades with military applications.

Over 100 foreign candidates were trained in Canada in 1976, about 30 per cent of whom were in the "officer-stream" category. In addition, five Canadians served abroad under the program — one civilian Defence Research Board scientist in Malaysia, a pilot-training adviser in Tanzania, and three staff-training advisers in Ghana.

### **Arms control and disarmament**

Disarmament involves the actual disbandment of military forces and the destruction of arms, while arms control seeks to reduce, limit or restrain the level and character of existing forces, to prevent the development or deployment of new weapons, and to limit or put an end to the arms race. Such measures can contribute in a major way to international security, the lessening of tensions and the improvement of political relations, and can be both a means towards, and a result of, an improved international climate. Canada has been a consistent advocate of greater and more rapid progress in arms control and disarmament and has worked towards effective measures in these areas. This is fully consistent with its security commitments to the defence of North America and Western Europe and with its general interest in promoting improved East-West relations and international security.

### **Strategic Arms Limitation Talks (SALT)**

Agreement between the two major nuclear powers to curtail the strategic nuclear arms race and begin the process of reducing nuclear arsenals continues to be the most pressing arms-control issue now under negotiation. It is of vital importance that the United States and the Soviet Union agree to limit strategic nuclear arms so as to preserve the stability of the strategic balance, reduce the risk of war and, by increasing the security of



both East and West, promote a climate of *détente*. While the SALT negotiations are bilateral, involving only the two super-powers, their outcome will vitally affect the security concerns of Canada and the NATO alliance — and, indeed, those of the whole world.

In 1972, the U.S.A. and the U.S.S.R. signed initial agreements on the limitation of strategic nuclear arms (SALT I), and, at Vladivostok in 1974, President Ford and General Secretary Brezhnev reached an understanding on the outlines of a further SALT II agreement. The highly complex negotiations were pursued through 1975 and 1976, but had not been completed by the end of the year.

The United States continued to keep its NATO allies informed of the progress of the negotiations. Both in NATO and through bilateral channels, Canada was able to register its views in support of early agreement on further mutual reductions and limitations to slow down, and eventually end, the nuclear-arms race in both its qualitative and quantitative dimensions.

### **Mutual and Balanced Force Reductions (MBFR)**

As a member of the NATO alliance, Canada participates directly in the other principal East-West arms-control negotiation now in progress, the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe, which is aimed at reducing the level of armed confrontation in the area of its greatest intensity. These negotiations, which began in Vienna in 1973, involve the NATO and Warsaw Pact countries with military forces stationed in Central Europe. They were made possible by a general lessening of Cold War tensions and improvement in the relations between the U.S.A. and U.S.S.R., as reflected in the 1972 SALT agreements and the convening of the Conference on Security and Co-operation in Europe. As had been expected, progress was slow, and by the end of 1976 no agreement was yet in sight.

Canada's interest in MBFR is the result both of the belief that a balanced reduction in

the level of armed confrontation between East and West will improve the political climate and reduce the possibility of war and of the recognition that the security of Canada is inseparable from that of Western Europe. Accordingly, within the NATO alliance, Canada has been a consistent supporter of MBFR, and has played its full part in the formulation of policy and the conduct of the negotiations.

### **Non-proliferation**

Considerably more progress was made in reinforcing and broadening the international non-proliferation system than in other areas. The dangers inherent in the proliferation of nuclear-weapon capability and the need to strengthen safeguards requirements as a condition of supply received further attention among suppliers and in the International Atomic Energy Agency (IAEA). Adherence to the Non-Proliferation Treaty, which Canada considers to be the cornerstone of the non-proliferation system, grew from about 80 parties at the time of the NPT Review Conference in 1975 to about 100 by the end of 1976. The parties now include almost all the highly-industrialized and the great majority of developing countries. Detailed study is being given in the IAEA and elsewhere to the need for an international approach and for applying stronger controls to the most sensitive parts of the nuclear-fuel cycle — that is, reprocessing and enrichment.

During the year, Canada completed its review of safeguards requirements relating to Canadian supplies and co-operation in the nuclear field. At the end of the year it announced that all future Canadian contracts for the export of nuclear material, equipment or technology to non-nuclear-weapon states would require, as a condition of supply, that the recipient state (a) either be a party to the NPT or otherwise make a binding international commitment not to develop or produce nuclear-explosive devices and (b) accept IAEA-administrated safeguards on its entire nuclear program. This stipulation was an innovative step by one major supplier towards greater acceptance by both supplier and



recipient states of the principle that international co-operation in the peaceful uses of nuclear energy should be based on binding non-proliferation commitments and adequate safeguards intended to verify that they were honoured. These Canadian safeguards standards are in advance of those currently required by all other suppliers, but Canada hopes that effective action can be taken in co-operation with supplier and receiver states to increase international security by further strengthening the international non-proliferation system, which it believes to be in the interest of all states.

### **Conference of the Committee on Disarmament**

The Conference of the Committee on Disarmament, of which Canada is a member, deals with those arms-control and disarmament issues that are of broad concern to the international community and are intended to be of general application. Multilateral discussions take place in Geneva on a regular basis. Though it is not a United Nations body, the CCD reports annually to the General Assembly. In its annual debate on disarmament, the Assembly considers the CCD report and proposals.

Canada believes that the CCD, as the only existing forum for the negotiation of arms-control and disarmament measures of a general multilateral character, can play an essential role, provided adequate political will exists to overcome difficulties. While the results of the 1976 session of the CCD were disappointing, it did successfully complete negotiations on a draft convention on the prohibition of military and other hostile uses of "environmental-modification techniques" and continued consideration of a ban on nuclear-weapon testing and on the development, production and stockpiling of chemical weapons. These areas of activity are discussed further below.

### **Environmental warfare**

Canada took part in the negotiations at the CCD leading to the Convention on the

Prohibition of Military and Other Hostile Uses of Environmental Modification Techniques. This treaty prohibits the use of techniques "for changing, through the deliberate manipulation of natural processes, the dynamics, composition or structure of the earth" or outer space in such a way as to have "widespread, long-lasting or severe effects as the means of destruction, damage or injury to any other state party". Canadian negotiators would have preferred that the convention's prohibitions were expressed in less-ambiguous language, but came reluctantly to the conclusion that a more precise text would be extremely difficult, if not impossible, to achieve, particularly because of the problem of describing extremely complex and continually-developing scientific and technological phenomena in legal language.

A resolution, which Canada co-sponsored, was adopted at the thirty-first session of the General Assembly, referring the convention to all states for their consideration, signature and ratification at the earliest possible date. It was expected that Canada would sign the convention in 1977.

### **Nuclear-weapon testing**

Throughout 1976, Canada worked to bring about an end to nuclear-weapon testing — at least, at the outset, by the two principal nuclear powers. At the thirty-first session of the General Assembly, Canada called on the two super-powers to enter into a formal interim agreement with as many other nuclear-weapon states as possible to end their nuclear-weapon testing, at least for a defined trial period. Such a cessation should involve adequate verification to ensure that it was being fully honoured. If such an agreement were to be reached for a fixed trial period, it could be reviewed by its adherents at the end of that time to determine whether it might be extended or transformed into a comprehensive test ban including all nuclear-weapon states. Moreover, Canada strove to augment the international capability for detecting, locating and identifying underground nuclear explosions by seismological means.

In accordance with the initiative taken by Canada, Japan and Sweden in 1975, a working group of seismological experts met in 1976 to examine the possibility of the verification of an underground test ban by tele-seismic means. This work is to continue in 1977. The last session of the General Assembly called on the CCD to give the highest priority to negotiations concerning nuclear-weapon testing.

### **Chemical warfare**

In 1972, the CCD negotiated a convention, which was ratified by Canada in September of that year, banning the production and possession of bacteriological (biological) weapons. It provided that the parties should continue negotiations towards early agreement on measures for the prohibition of chemical weapons. The use of both chemical and bacteriological weapons was prohibited by the Geneva Protocol of 1925, which Canada ratified in 1930. The task that remained was, accordingly, that of achieving international agreement on effective measures for the prohibition of the development, production and stockpiling of chemical weapons and for their destruction. The CCD is expected to give special attention to this area in 1977.

### **Conventional weapons**

As in previous years, Canada took part in the Conference of Government Experts on the Use of Certain Conventional Weapons, which met in Lugano, and the subsequent third session of the Diplomatic Conference on the Reaffirmation and Development of Humanitarian Law Applicable in Armed Conflicts, which took place in Geneva. In the process of expanding and developing the Geneva Conventions of 1949, these conferences have been considering the prohibition of, or restriction of, the use of certain conventional weapons that might "cause unnecessary suffering or have indiscriminate effects" (incendiary weapons, high-velocity projectiles, etc.). Canada supports international efforts to deal with these areas, and to this end will participate fully in

the fourth session of the Diplomatic Conference, which is to meet in Geneva in 1977.

### **Special UN session on disarmament**

At the thirty-first session of the UN General Assembly, several non-aligned countries proposed that a special session of the General Assembly be convened to discuss disarmament. Canada joined in co-sponsoring a resolution calling for the special session to be held in 1978, which was adopted by consensus. Canada is a member of the Preparatory Committee, which will meet in 1977 to plan arrangements for the special session. It is hoped that the special session will serve to give a new sense of purpose to arms-control and disarmament negotiations.

### **Technological and economic affairs**

Despite a faltering world economic recovery, marked by continuing inflationary pressures and growing unemployment, international economic co-operation can be said to have improved in 1976, and Canada participated actively in international efforts to meet the various challenges to economic growth and stability. At the economic summit meeting in Puerto Rico, in the meetings of the Organization for Economic Co-operation and Development (OECD), the International Monetary Fund, the General Agreement on Tariffs and Trade, the International Energy Agency and the Conference on International Economic Co-operation, and in other important meetings, Canada joined with its industrialized partners to bring about co-operative approaches to the problems facing their economies and to forge more constructive relations with the Third World. Canada played a particularly important role as co-chairman of the Conference on International Economic Co-operation, where a broad range of issues, including energy, resources, financing and commodity trade, were discussed.

On the bilateral front, progress was achieved in pursuit of the Government's objective of diversifying Canada's international economic relations. In particular, economic



co-operation agreements were signed with the two major trading partners, the European Community and Japan, and also with the U.S.S.R.

### **Bilateral developments**

There were two major developments in the expansion of Canada's economic relations with the European Communities and Japan. A Framework Agreement for Commercial and Economic Co-operation with the European Communities was signed by the Secretary of State for External Affairs on July 6. On October 21, during his visit to Japan, the Prime Minister signed a similar instrument with that country. Both agreements have the objective of bringing about higher levels of trade and investment through increased economic, and in particular industrial, co-operation. In each case, joint committees have been established to facilitate and encourage such co-operation. The first meeting of the Canada-EC Joint Co-operation Committee was held on December 10 in Brussels and a work program for 1977-78 was agreed upon. The Joint Economic Committee with Japan was scheduled to meet early in 1977.

On July 14, 1976, a Long-Term Agreement to Facilitate Economic, Industrial, Scientific and Technical Co-operation was signed with the U.S.S.R., the object of which was to expand and diversify trade and economic relations between Canada and the Soviet Union. A mixed commission was established to devise measures for implementing economic co-operation and to prepare a long-term economic program. The first meeting of the mixed commission, which took place in Moscow in October 1976, was co-chaired by the Secretary of State for External Affairs, Mr. Jamieson, and the Soviet Minister of Foreign Trade, Mr. Patolichev. A large number of Canadian businessmen accompanied Mr. Jamieson on this visit.

Economic relations between Canada and Brazil gathered new momentum during 1976. On June 28, a Canada-Brazil Joint Committee was established by an exchange of notes between the Canadian Ambassador and the

Brazilian Foreign Minister, Azeredo da Silveira. The purpose of the committee was to promote and strengthen trade and economic relations between the two countries. It held its first meeting in Ottawa from November 2 to 4 inclusive.

During 1976, joint economic committees were established with Saudi Arabia and Israel. The Canada/Saudi Arabia committee held its first meeting in Ottawa from September 13 to 15. The Canada-Israel committee was to hold its first meeting in Tel Aviv in the first half of 1977. A second meeting of the Canada-Iran Joint Economic Committee was held in Tehran in December. It is expected that these committees will promote and facilitate economic and commercial co-operation to mutual advantage.

At the end of 1975, the countries of the Commonwealth Caribbean announced their intention of terminating the Canada-West Indies Trade Agreement of 1925 because of the requirements of the Lomé Convention with the European Community and the terms of the U.S. General Scheme of Preferences. Negotiations began, therefore, in 1976 on a Canada-CARICOM trade and economic co-operation agreement to reflect the changed economic environment and to put the Canada-CARICOM relation on a contemporary footing.

### **Multilateral developments**

Canadian participation in the economic summit meeting in Puerto Rico in June 1976 was an important step in the development of Canada's role in international economic affairs. "Summitry" on economic matters reflects a clear appreciation of the complex economic interdependence among nations and the importance of the careful management of the Western world's major economies for the benefit of the international economy as well as their own. The summit meeting affirmed the commitment of the industrialized democracies to approach common economic problems, particularly the need to move to a period of sustained growth without rekindling inflation, in a compatible and co-operative fashion.



The approach to economic issues generated by the Puerto Rico meeting, and before it the Rambouillet meeting, was felt in a number of international economic institutions where decisions were taken with a view to improving the management of the world trade and monetary system. Meeting in Jamaica in January, the International Monetary Fund followed through on the Rambouillet proposal to revise the Bretton Woods Agreement of 1944 so as to permit countries to establish floating exchange-rates and to have Special Drawing Rights replace gold as the Fund's unit of account. The revision will also give the IMF wider responsibilities for overseeing the international monetary system.

In June, the Secretary of State for External Affairs attended the ministerial meeting of the Council of the Organization for Economic Co-operation and Development. Among the decisions taken was the agreement to renew the "trade pledge" of 1974 under which member governments agreed to avoid restrictions on trade and other current-account transactions that could lead to a chain reaction and endanger the process of economic recovery. The renewal was of some significance, because of the increasing protectionist pressures in many countries throughout 1976 as economic recovery faltered generally.

Uncertainty about the strength of economic recovery, as well as elections in the United States and elsewhere, slowed progress on several important issues that were being dealt with in the multilateral trade negotiations in Geneva. Important steps were taken, nonetheless, in virtually all areas of the negotiations, including the presentation of proposals for a tariff-reducing formula that would form the basis for the tariff negotiations. In these discussions, the Canadian delegation elaborated the elements that must be included in an agreement to meet the particular needs of Canada's industrial structure and export capabilities.

In the multilateral trade negotiations, Canada has stressed the importance of dealing as well with the many non-tariff barriers to trade, such as quota restrictions, technical

standards, government purchasing practices, and customs and administrative procedures. Consequently, Canada has participated actively in all negotiating groups and has played a particularly important role in efforts to improve international rules on the use of government subsidies and countervailing duties. To further the Government's policy of increasing the processing of resources before export, the Canadian delegation set forth a comprehensive proposal for "sector" negotiations. This would provide for agreements, on a sector-by-sector basis, to reduce or eliminate both tariff and non-tariff barriers that restricted trade in upgraded products in a number of important resource sectors.

In keeping with the commitment made by industrialized countries to have the MTN consider special and more favourable treatment of the trade problems of developing countries, Canada and other developed countries offered tariff reductions on a number of so-called tropical products. The Canadian delegation has contributed to the exploration in various groups of ways in which special measures to increase and broaden the trade of developing countries might be implemented.

Issues of international investment and multinational enterprise were the subject of considerable international attention. Canada participated with the other members of the OECD in developing guidelines for multinational enterprises operating in the organization's area, and a declaration on national treatment for foreign investors as well as a declaration on consultations on investment incentives and disincentives. Canada participated actively in United Nations work on the development of a code of conduct for international business, on an agreement to combat bribery and illicit payments in international business transactions, and on work in the areas of restrictive business practices and the transfer of technology.

The debates on draft revisions to the Combines Investigation Act, patent law and the decennial revision of the Bank Act were followed with some interest abroad. Canadian missions sought to ensure that Canada's trad-

ing partners understood the intentions of the proposed revisions and to elicit their comments.

The Government clarified its position on international boycotts and strongly affirmed its opposition to discrimination and boycotts based on race, national or ethnic origin, or religion. The Secretary of State for External Affairs stated in the House of Commons that the Government would take measures to deny support or facilities for various kinds of trade transactions in order to combat any discriminatory effects that such boycotts might have on Canadian firms or individuals. These measures would not, of course, apply to a boycott accepted by Canada, such as that against Rhodesia imposed by the UN Security Council, but would clearly apply to such discriminatory aspects as there might be in any other international boycott.

The most important development in international commodities issues was the adoption by UNCTAD IV in Nairobi of Resolution 93 (IV) establishing an integrated program for commodities. The program calls for discussions aimed at improving the stability of the earnings of developing countries derived from their major export commodities, the possible establishment of international commodity-stocking arrangements and a "common fund" for the financing of these stocks.

Discussions on raw materials by the Conference on International Economic Co-operation were largely peripheral to commodity discussions by other bodies. Two of the most important items discussed in the Raw Materials Commission of the CIEC were the preservation of the purchasing power of the developing countries and the question of supply.

An important development relating to minerals at the Law of the Sea Conference in New York was the emergence of a proposal concerning the rate of exploitation of seabed resources. Canada and many developing countries opposed the proposal, which they felt could lead to a collapse of the nickel market and jeopardize the future of land-based nickel

producers. It is hoped that agreement on this issue can be reached in 1977.

As a major exporter of wheat, Canada continued its strong interest in discussions in the International Wheat Council of a new agreement on world trade in grains. Progress in the Council continued to be linked to the discussion of central issues in the multilateral trade negotiations in Geneva and the slow advance of the latter affected the development of a new agreement on world grains trade.

Because of the imposition by the United States of a global quota on beef and veal in October 1976, Canada established quotas on the import of these products with the object of ensuring orderly marketing in Canada. Consultations were held with major suppliers about these measures and about arrangements for the Canadian beef and veal trade in 1977.

### **Development assistance**

Canada's official development-assistance program continued to expand during the fiscal year ending March 31, 1976; disbursements reached a record level of \$903.5 million.

Bilateral disbursements were concentrated on countries at the lower end of the economic scale, in accordance with one of the principal objects set forth in the *Strategy for International Development Co-operation 1975-1980*, the blueprint for Canada's development co-operation policy. In accordance with a second aim of that policy, *viz.* to increase the proportion of total Canadian disbursements to multilateral institutions, contributions (excluding food aid) to institutions such as the World Bank, regional development banks and the UNDP reached a record level of 26.3 per cent of total disbursements in the year ending March 31.

At the World Food Conference in 1974, Canada pledged itself to contribute one million metric tons of grain as food aid each year for a period of three years. In the fiscal year 1976-1977, the second year of Canada's commitment, food-aid contributions of one million metric tons of grain and grain equivalents and \$45-million worth of non-grain foods will exceed the level of contribution expected as



a result of the 1974 pledge. The bilateral portion is made up of 600,000 metric tons of grain and grain equivalents and \$22-million worth of skim-milk powder, while multilateral contributions are made up of 400,000 metric tons of grain and grain equivalents and \$23-million worth of non-grain foods.

The administration of the Canadian development-assistance program is chiefly the responsibility of the Canadian International Development Agency, which reports to Parliament through the Secretary of State for External Affairs. The Department of External Affairs works closely with CIDA and other government entities to elaborate policy and ensure co-ordination with other Canadian foreign-policy interests. Canadian posts in the developing countries also make personnel available to share the responsibility for administering the program.

### **Economic relations with developing countries**

In 1976, Canada assumed a central role in the international dialogue on economic relations between developed and developing countries by accepting the responsibility of the co-chairmanship of the Conference on International Economic Co-operation. That conference, the focal point for the North-South dialogue, is a forum for 27 countries to further general international economic co-operation for the benefit of all countries. It met regularly during the year in Paris.

Canada participated in many important meetings concerning relations with developing countries, including meetings of the Fourth United Nations Conference on Trade and Development, ECOSOC, the World Food Council, the Economic Committee of the United Nations General Assembly, OECD high-level groups on North-South relations and commodities, the International Monetary Fund and the World Bank, the regional development banks, the United Nations Industrial Development Organization (UNIDO) and the Commonwealth. Of particular note was Canada's participation in the Commonwealth group of experts on the "New International

Economic Order", and a parallel Commonwealth group on industrial co-operation with developing countries. Canada continued to play an active role in commodity consultations in both UNCTAD and the Food and Agriculture Organization, and participated in international discussions on a number of commodities including copper, tin, sugar, coffee, jute and hard fibres. Canada pledged \$33 million to the International Fund for Agricultural Development (IFAD) and was present at the conference of the fund's founding plenipotentiaries.

Co-ordination of Canadian economic relations with developing countries, especially of the Government's participation in the CIEC, UNCTAD IV and other international meetings, was conducted through the Interdepartmental Committee on Economic Relations with Developing Countries (ICERDC), under the chairmanship of the Under-Secretary of State for External Affairs.

### **Energy**

The difficult economic adjustments made necessary by higher energy prices continued to concern Canada, and all the oil-importing countries, during 1976, though international oil prices remained relatively stable throughout the year. However, multilateral discussions, in which Canada took part with other industrialized countries in the International Energy Agency and with the main energy importers and exporters at the Conference on International Economic Co-operation, identified future hydrocarbon-supply limitations and the necessity of moving towards an international energy economy based increasingly on the alternative forms of energy; these would be the key problems facing all countries.

At the IEA, negotiations were completed early in 1976 on a program for long-term energy co-operation among industrialized countries, aimed at decreasing dependence on imported crude oil and accelerating the development of alternative energy sources. A further step towards increasing the effectiveness and credibility of these efforts was taken by the Agency's Governing Board (the vice-



chairmanship of which is held by Canada), which in November began to establish and evaluate group targets for reduced dependence and to translate these efforts into policies and programs undertaken by individual member states. Canada's participation in the Agency's activities in emergency oil-sharing and in research and development also continued in 1976.

Canada, which has provided the CIEC chairman for the industrialized countries, played an important role in the eight monthly sessions of the Conference's Energy Commission, in which useful discussions were held between key oil-exporting countries and the industrialized and developing countries. The principal matters discussed were the supply and pricing of oil and the basis for co-operation between exporters and importers. Common problems and common interests were identified, as well as sectors in which greater co-operation was necessary. The final CIEC meeting was expected to occur early in 1977 for the purpose of estimating how much progress had been made and deciding on appropriate measures to be taken on energy and on other important matters discussed during the conference — such as development, finance and raw materials.

Canada's oil, coal and electricity imports and its exports of oil, gas, coal, hydro power and uranium remained approximately in balance during 1976. As the newly-opened pipeline between Sarnia and Montreal began to deliver oil to Montreal refineries, Canada, in conformity with its crude-oil export policy, started to reduce its shipments of oil to the United States in successive stages. The supply problem created by this measure for some U.S. refiners who were highly dependent on Canadian oil was the subject of several meetings during the year between officials of both governments, at which special attention was given to existing and potential "oil swaps". Both governments were in search of longer-term solutions to the problems of the U.S. refiners. Among those considered were several pipeline projects currently being studied by commercial interests. Another topic on which

valuable exchanges of view took place was the implementation by the Canadian Government of the National Energy Board recommendations for a price increase on natural gas exported to the United States.

A number of important decisions, both in Canada and the U.S., on the transportation of northern gas to southern markets are likely to be made in 1977. In keeping with their common desire to retain all available transportation options for northern gas while the regulatory and political processes are being completed in Canada and the U.S., representatives of both governments remained in close contact and exchanged information on developments on this subject in each country. They also continued to study the *ad referendum* transit-pipeline agreement, initialled by the chief negotiators in January 1976, which would provide a regime of non-interference, non-discrimination and "in-bond" treatment for pipelines carrying hydrocarbons destined for one country across the territory of the other. This proposed agreement will require signature and ratification by both governments before it enters into force, but it is expected that these steps will take place shortly.

Other important Canadian international energy contacts included a visit in June by Valentin Hernandez, Venezuelan Minister of Mines and Hydrocarbons, and a visit in October by the President of the Venezuelan National Oil Company, General Alfonzo Ravard. A return visit to Venezuela by officials of Petro-Canada (established in January 1976) was undertaken to explore the development of the kind of technology that would help each country exploit its tar-sands.

### **Nuclear relations**

Interest in nuclear power for the generation of electricity continued to grow in 1976, causing a strong international demand for uranium. Side by side with the expansion of national nuclear-power programs, the international community continued to pursue the vital aim of controlling the risks of nuclear-weapon proliferation.

Canada responded to the challenges posed by the twin purposes of peaceful application of nuclear energy and non-proliferation, and was prominent among the nations seeking to strengthen international safeguards on the transfer of nuclear equipment, materials and technology. Nuclear co-operation with India was ended because of the inadequacy of such safeguards. Negotiations with a number of important nuclear clients were pursued to bring safeguards into line with the high Canadian standard announced in 1974. In a number of cases, these negotiations were concluded satisfactorily, thus permitting continued nuclear trade. In December, the Secretary of State for External Affairs announced that, for future contracts, adherence to the Non-Proliferation Treaty or acceptance of full-scale safeguards would be a condition of Canadian supply. Canada expressed the hope that other suppliers would do the same.

Under stringent safeguards, Canada, one of the countries most advanced in the application of nuclear power to peaceful uses, continued to support international efforts to ensure the orderly development of nuclear energy under the special supervision of the International Atomic Energy Agency and the OECD's Nuclear Energy Agency. It also took part in the efforts of the Nuclear Suppliers' Group to broaden the agreement among suppliers on safeguards requirements, especially for such sensitive technology as enrichment, reprocessing and the manufacture of heavy water. Canada contributed \$300,000 to the IAEA to help developing countries that had become parties to the NPT to put nuclear technology to peaceful uses. Finally, Canada participated in a number of scientific exchanges, multilateral as well as bilateral, on nuclear matters and in many international technical symposiums and conferences.

### **Telecommunications**

The Canadian Government was actively represented during 1976 in the deliberations of international organizations concerned with communications. Thus a Canadian delegation attended the Assembly of Parties to the Inter-

national Telecommunications Satellite Organization (INTELSAT), held in Nairobi during September.

In the same month, a convention and an operating agreement setting up the International Maritime Satellite Organization (INMARSAT) were adopted by a conference convened for that purpose. Canada had taken part in the negotiations preparatory to this meeting. The INMARSAT was created to improve communications between ship and shore by the use of satellites.

Negotiations between Canada and the United States concerning "Loran C" radio-navigation programs ended in June with an exchange of notes.

Canada made arrangements with a number of countries to permit the exchange of messages by Canadian amateur radio operators on behalf of third parties during the 1976 Olympic Games.

### **Air relations**

Reflecting the general downward economic trend of international civil aviation, Canada's airlines began to retrench and consolidate. The efficient implementation of existing agreements was emphasized rather than the negotiation of new and expanded services. Canadian air connections with Israel and Spain were suspended, and the heavy traffic congestion at Malton Airport necessitated the calling of a halt (until 1980) to further increase in access to Toronto by international carriers.

New agreements were negotiated with Poland and France. The former agreement permits the Polish airline LOT to fly on a "single-track" basis, tying this right to a commercial pool between LOT and Air Canada. The agreement, with France, which replaced the 1950 pact, gives Air France access to Toronto with restricted "in-transit" rights to Los Angeles, and gives Canada extra rights in and beyond Metropolitan France. The traffic rights are tied to a commercial pool agreement between Air France and Air Canada. Negotiations were also held with Greece and Belgium.



## **Transportation**

The Canadian Government continued during the year its active participation in international transportation organizations, as well as its efforts to reach bilateral arrangements with other countries for the expansion of transport opportunities and to exchange information on transport technology and management. Delegations from Canada participated in all the committees, as well as in the Council and Assembly, of the International Maritime Consultative Organization (IMCO).

In addition, Canada began to renegotiate the St. Lawrence Seaway Agreement.

## **Science and environment**

The Department co-ordinates Canadian foreign policy on science, technology and the environment. At home, the Department's work in these areas is carried out in collaboration with other federal departments, with the provincial governments and with private institutions. Abroad, External Affairs is responsible for bilateral scientific and environmental relations, and for Canadian involvement in certain multilateral technical agencies of the UN, NATO, the Commonwealth and the OECD, as well as for the scientific, technological and environmental aspects of the Final Act of the Conference on Security and Co-operation in Europe. As host, Canada played a leading role in *Habitat*, which was held in Vancouver from May 31 to June 11. (See page 39.)

## **Science and technology**

Canada was active in international technical organizations, particularly the Specialized Agencies of the UN and technical groups within NATO and the OECD. It participated in the February meeting of the UN Committee on Science and Technology for Development (CSTD), which discussed preparations for a global conference on science and technology for development (to be held in 1979), in meetings of the NATO Science Committee, and in the NATO Conference on the Environmental Assessment of Socio-Economic Systems, held in October in Istanbul. Canada

was represented at the October ministerial meeting of the OECD's Committee on Science and Technology Policy (CSTP) in Paris and at the Commonwealth Science Council meeting in Sri Lanka. As a member of the UN Economic Commission for Europe (ECE), Canada participated in the June meeting of the Senior Advisers to ECE Governments on Science and Technology and in an ECE-sponsored seminar on technologies for the use of low-calorie fuels, held in Bulgaria in April.

Canada participated in the nineteenth session of the UN Outer Space Committee, its science and technology and legal subcommittees, and in conferences, seminars and training sessions held under UN auspices. Canada strengthened its ties with the European Space Agency (ESA) by assuming observer status in the Agency's Remote-Sensing Program Advisory Group and in its science program committee. An arrangement was negotiated for the exchange of information between the Canada Centre for Remote-Sensing (CCRS) and the ESA.

Canada's scientific and technological relations with the United States are generally conducted on an informal basis, directly between the institutions or agencies concerned. The Department of External Affairs becomes involved only when a foreign-policy element exists, or when there is a direct link with broad Canada/United States relations. In 1976, Canada and the U.S. co-operated in the elaboration of national guide-lines for controlling experiments in genetic manipulation. The year also saw the continuation of co-operation between Canada's Pacific Ocean Research and Aquatic Affairs Centre and the U.S. National Oceanic and Atmospheric Administration's Pacific Marine Centre on tide and current studies in the Strait of Juan de Fuca and adjacent waters. Canada's participation in the U.S. Global Air-Sampling Program and the U.S.-Canada experiments co-ordinated through the Polar Continental Shelf Project continued, as well as joint research in fisheries, investigations of the coastal shelf and experiments on the Great Lakes.



Co-operation in space research was perhaps the most important element in Canada's scientific relations with the United States. During the year, efforts were made to identify new areas for joint activity in remote-sensing and related research. Agreement was reached on the continued use of the Churchill Research Range by the United States for the purpose of sounding-rocket launching and other scientific pursuits. Joint research programs on outer space and the upper atmosphere included balloon experiments for the investigation of the stratosphere and the magnetosphere, cosmic-dust studies and the exchange of sounding-rocket technology. Discussions were also held with the State Department and the National Aeronautics and Space Administration for the purpose of improving the very important and intensive relations between NASA and several Canadian institutions.

Relations with China continued to develop by means of an informal program of scientific and technological exchanges. Two Canadian doctors spent three months in China studying acupuncture, and a team of medical experts on limb- and digit-reimplantation and burn-therapy were there for one month. In June, three aquaculture experts examined China's fish-culturing methods. Among the Chinese missions to visit Canada were a survey and mapping delegation and a group of satellite-communications experts from the Chinese Electronics Society.

Canadian scientific and technological co-operation with the Federal Republic of Germany was concentrated in areas identified at the 1975 meeting of the Joint Scientific Committee: marine science and technology, the geophysical sciences, sensor technology and data-processing. Meetings were held regarding district heating, occupational medicine, energy research, sewage-treatment and plastics technology. There were working groups on photogrammetry, radio-frequency management and nuclear safety, and experts on these subjects were exchanged. A meeting of Canadian and German experts held in Ottawa during August discussed the possibility of co-operation in biomedical technology.

The highly-productive relations with France continued throughout 1976. The Canada-France Joint Commission on Scientific Co-operation held its first meeting in Paris in March. Both sides agreed to continue activities currently under way and to develop new areas of co-operation, such as urban planning, agriculture and food technology, health and medical research, and natural-resource development. During a visit to Ottawa in October, Mr. Ségard, the French Minister of Postal, Telephone and Telegraph Services, examined the feasibility of collaboration with the Minister of Communications. An agreement was also signed by the Canada Centre for Remote-Sensing and the French Centre National d'Etudes Spatiales for the conducting of a series of joint experiments.

Relations with Belgium continued under the agreement for scientific, technological and industrial co-operation signed in 1971. While the Ministry of State for Science and Technology and the Belgian Service de la Programmation et Politique Scientifique have taken the lead, other federal departments and the ten provincial governments are also involved. Visits, exchanges of information and joint projects are under way, or are contemplated, in applied research and technology, data-processing, health policy, agriculture and information systems. In August, a Belgian delegation visited hospitals and other medical facilities in Ontario and Quebec.

Co-operation with countries of Eastern Europe continued under the Helsinki Accord. There are many active projects under the Canada-U.S.S.R. agreement on co-operation in the application of science and technology, with working groups in construction, forest-based industries, electric power, fossil fuels, transportation and agriculture. Visits by Soviet and Canadian scientists took place within the framework of the National Research Council/U.S.S.R. Academy of Science agreement. Canada's relations with the other countries of Eastern Europe are still in the exploratory stage. As a first major step, agreement was reached with Poland for a Canadian science delegation to visit Poland and a Polish medical

delegation to visit Canada; their purpose would be to determine what sort of bilateral co-operation would be possible.

The growth of Canada's scientific and technological relations with Japan has resulted largely from direct, informal contact between institutions and individuals. The Department of External Affairs' activity has focused on the Canada-Japan Offshore Structures Project — a joint research program on tanker-mooring berths, on the exchange of engineers and scientists, and on the exchange of information on such subjects as high-speed transport and space technology. The Canada Council signed an agreement for the exchange of social scientists with the Japanese Society for the Promotion of Science.

## Environment

Canada's efforts to protect the environment are made largely through the UN Environmental Program (UNEP), the UN Economic Commission for Europe and the multilateral environmental programs of the OECD and NATO. Canada is also looking into the possibility of bilateral co-operation in environmental research with several other countries, notably France and the FRG.

Canada plays an increasingly active role in UNEP and in the operations of the UN Environment Fund. In December, it was elected to another three-year term on the UNEP Governing Council. It is involved in activities sponsored by UNEP, such as the Global Environmental Monitoring System, the International Referral Service and the International Register of Potentially Toxic Chemicals.

An early UNEP priority was support for *Habitat*, the first major UN conference to be held in Canada. Representatives of 132 member states met to consider the physical, social and economic aspects of the man-made environment and to exchange ideas arising from, and experience gained in, the solving of the growing problems of human settlement. At its thirty-first session, the United Nations General Assembly adopted the declaration of principles and recommendations for na-

tional action drawn up at *Habitat*. The Vancouver conference was the first major UN gathering to use audio-visual techniques in its proceedings. The General Assembly also adopted a resolution welcoming Canada's offer to serve as host, for an initial period, to a permanent centre for the use of the audio-visual material developed for *Habitat*.

The Economic Commission for Europe continued to provide a valuable forum for the exchange of environmental information, especially through the Senior Advisers to Governments on Environmental Problems. In particular, the SAEP became increasingly involved during 1976 in environmental questions related to the implementation of the CSCE Final Act. The ECE committee on building, housing and planning accepted Canada's offer to act as host to a seminar on the impact of energy considerations on the planning and development of human settlements, to be held in Ottawa in October 1977.

Canada continued to participate in the environmental activities of the OECD and the NATO Committee on the Challenges of Modern Society. In the Committee, Canada is leading a pilot project on nutrition and health, and co-piloting a study of the application of remote-sensing technology to ocean pollution.

As part of Canada's expanding relations with Europe, discussions proceeded with the European Community on co-operation and exchange of information on scientific and environmental matters. In November 1975, letters were exchanged in Brussels between Canada's Ambassador and the Vice-President of the Commission, establishing a formal framework for co-operation on environmental matters. That relation continued to develop in 1976 with the visit of an expert delegation to Ottawa led by Mr. Scarascia-Mugnozza, a vice-president of the European Economic Community (EEC) with special responsibility for the environment.

## International law

In the area of international law, the Department, through its Legal Bureau, has two principal and complementary functions.



The Bureau provides a general advisory service to the Government on international law, as it now exists, including advice on international agreements to which Canada is a party or in which there is a Canadian interest.

Of increasing importance in current relations among states are the numerous international meetings held to codify existing law or formulate new law in areas previously not subject to it. The Bureau acts as the operational arm of the Government in the development and maintenance of international law.

### **Law of the sea**

In an attempt to accelerate the preparation of a comprehensive treaty to regulate the future use of the oceans, the Third United Nations Law of the Sea Conference held two sessions in New York during 1976, a spring session from March 15 to May 7 and a summer session from August 1 to September 17. Although considerable progress was achieved during the spring session, the summer session failed to live up to expectations; resolution of the more contentious issues, particularly the regime to apply in the deep seabed area, still eluded the delegates.

The New York spring session had before it the "single negotiating text" (SNT) in three parts that was issued on the last day of the 1975 Geneva session, as well as a text on dispute-settlement procedures prepared by the conference president on his own initiative and issued in July 1975. These texts consisted of some 300 articles, as well as appendices, which for the first time attempted to provide formulations for the resolution of complex and interrelated problems. Delegations had not been in a position to comment on the texts themselves before the opening of the spring session, and it was therefore decided that the three main committees would review their respective parts of the SNT in order to produce a "revised single negotiating text" (RSNT), while the president's text on settlement of disputes would be the object of a general discussion in plenary sessions of the conference in order to bring it into line with the other parts of the SNT. Although it had been hoped

that this reviewing process would be over by mid-session, the RSNT was issued only on the last day of the 1976 spring session with a new, unrevised text on the settlement of disputes. The slow rate of progress was inevitable in view of the sheer range and complexity of the issues, the different methods of work adopted by each committee and the number of informal negotiating groups set up to deal with the various issues.

Part One of the RSNT, which deals with the regime of exploitation of the resources of the "international seabed area" beyond national jurisdiction, was substantially modified, in comparison with the Geneva text, in an attempt to strike a more equitable balance between the views of the industrialized states and those of the developing countries. Part Two of the RSNT, dealing with the more "traditional" law-of-the-sea questions (territorial sea, international straits, fisheries, continental shelf, etc.) and with the new conception of the 200-mile economic zone, emerged virtually intact in its revised version, despite the campaign led by the group of landlocked and geographically-disadvantaged states for the recognition of special rights or privileges of transit through the territory and in the economic zones of neighbouring coastal states. Finally, Part Three of the RSNT, concerning the protection of the marine environment, marine scientific research and the transfer of technology, was considerably improved, particularly in providing more adequately for coastal-state jurisdiction over the control and prevention of pollution by ships. A new article on "ice-covered areas" also gave a measure of international sanction to Canada's 1970 Arctic Waters Pollution Prevention Act. On the issue of marine scientific research, the RSNT embodied what was hoped would be a workable compromise by coupling a coastal-state-consent regime with the stipulation that such consent should not be unreasonably withheld. In addition to the first three parts of the RSNT, the spring session also produced a fourth part, covering the settlement of disputes, which provided for a choice by parties to a dispute of one or more of four optional



procedures: the International Court of Justice, a new law-of-the-sea tribunal, arbitration and a system of "special procedures".

Faced with a number of intractable issues at the end of the spring session, the conference decided to reconvene for a fifth session during the summer in order not to lose the momentum gained in discussions and in the hope of settling some of the more outstanding issues. The objects of the New York summer session were, therefore: to negotiate the outstanding key issues, as identified by the chairmen of the three committees; to review Part Four, on the settlement of disputes, to give it the same status as the other parts; and to prepare a preamble and final clauses that could be included in a consolidated draft convention.

This ambitious work program was not carried out. Although significant progress was made on some issues in the second and third committees and a revised Part Four on settlement of disputes was issued in November 1976 as a result of the review conducted during the session, the first committee reached an impasse over the question of the legal regime to apply to the exploitation of the deep seabed. While the industrialized states insisted on incorporation in the future law-of-the-sea treaty of a right of guaranteed access to the seabed by private entities, the developing countries represented in the Group of 77 insisted that access by private companies could not be guaranteed by any treaty and should be allowed only at the discretion of the International Seabed Authority, and that the proposed international enterprise, an operating arm of the Authority, must have a preferred position in mining the deep seabed. Attempts to identify a middle-ground position have not so far produced positive results, and the inability to break this deadlock in committee has unfortunately overshadowed the very real progress achieved on the other parts of the RSNT.

In the second committee, discussion revealed that the conception of the exclusive economic zone is now firmly enshrined in the RSNT as the keystone of a new convention. And, while debate continues on the exact status of the zone (whether it is to be con-

sidered high seas, as some maritime states insist, or an area that is neither territorial sea nor high seas but within which a coastal state exercises specific sovereign rights and functional jurisdiction, as Canada and other coastal states maintain), the sovereign right of a coastal state over the living and non-living resources in the exclusive economic zone remains firmly embodied in the draft text. This clearly-emerging consensus at the conference provided a firm international basis for the action taken by Canada, the United States, Western European states and many other countries to extend national fisheries jurisdiction to 200 miles. Progress was also achieved on the question of rights of access and transit for landlocked states, and there are encouraging indications that states are closer to an agreement on a method of defining the outer edge of the continental margin and on a formula for sharing revenues derived from the exploitation of the mineral resources of the continental shelf beyond 200 miles, issues that to Canada, as a broad-shelf state, are of vital concern. The regime of transit-passage for straits used for international navigation remained embodied in the RSNT, but a number of coastal states were still seeking further safeguards to protect their environmental and security concerns.

Further progress was achieved in the third committee on coastal-state powers to control marine pollution. The negotiations during the summer session confirmed the emerging consensus in favour of a functional sharing of marine-pollution jurisdiction between coastal, flag and port states. The long-standing Canadian aim of a global treaty laying down basic environmental obligations now appears to be generally accepted, and is embodied in the RSNT. Some shipping states have still not been entirely reconciled to this approach, particularly the right of coastal states, already reflected in the draft text, to enforce internationally-accepted standards for vessel-source pollution in their economic zone and the existing right under international law to set national standards in the territorial sea. In the area of marine scientific research, there

were indications at the end of the session that elements of a compromise might now exist based on a "qualified-consent" regime, where consent of the coastal state would be required (and could be refused only in certain instances) before any research activities could be carried on in its economic zone or on its continental shelf.

A clearly positive result of the fifth session was the complete revision of Part Four, on settlement of disputes relating to the law of the sea. This part, in its RSNT version, has been considerably refined, both in its substantive articles and in its appendices, although it is still not entirely satisfactory from the point of view of the exercise of a coastal state's discretionary powers in the economic zone in relation to living and non-living resources, prevention of pollution and marine scientific research.

The sixth session of the conference was to convene in New York from May 23 to July 8, 1977, with the possibility of continuing to July 15. Crucial intersessional discussions are scheduled before the opening of the session in the hope of identifying a workable formula on the regime of exploitation of the deep seabed. A resolution of this question is pivotal to the success or failure of the conference, in view of the general understanding, from its outset, that any final convention on the law of the sea must embody all the subjects covered by the RSNT and the interrelation between the two basic premises of the new order for the world's oceans: a 200-mile economic zone reserved for the jurisdiction of the coastal state and an international seabed area constituting the "common heritage of mankind".

### **Environmental law**

While multilateral discussions on marine pollution at the Law of the Sea Conference have constituted an important part of environmental-law work during the past year, the main focus of activity was with the United States, on transborder environmental problems, literally from coast to coast.

Discussions between Canadian and U.S. authorities continued on the Garrison Diver-

sion Unit, an irrigation project that would divert the waters of the Missouri River to irrigate a quarter of a million acres in North Dakota. On the basis of studies conducted in both countries, the Canadian Government had concluded that, if the project were completed according to existing plans, it would have adverse effects on Canadian portions of the Souris, Assiniboine and Red Rivers and on Lake Winnipeg. This could constitute a contravention of Article IV of the Boundary Waters Treaty of 1909, under which both countries have an obligation not to pollute boundary waters, or waters flowing across the boundary, to the injury of health and property on the other side. In October 1975, a reference was presented to the International Joint Commission, asking it to make recommendations that would assist both governments in ensuring that the Article IV provisions of the treaty were honoured. The IJC was unable to complete its investigation by the October 1976 deadline, and the release of its report was postponed until early in 1977. In view of this delay and the continuing construction of various components of the diversion unit, the Canadian Government delivered a note to the United States on October 12, 1976, requesting "that further construction and decisions on construction of the Lonetree Reservoir be deferred until after the Commission's report has been received and subsequent consultations between the two governments have taken place".

On the East Coast, the proposed Pittston Company oil-refinery at Eastport, Maine, has been of increasing concern. The refinery, as at present envisaged, would use the Canadian waters of Head Harbour Passage, the marine approach to Eastport, for the movement of large volumes of pollutants. A study on Head Harbour Passage, completed by the Department of Fisheries and the Environment and released in December, indicated that Head Harbour Passage was "by far the least acceptable area for tanker operations" among 22 Canadian oil-port sites. In addition, a report by the Department of Transport concluded that, in relation to Head Harbour Passage, "the risk



of pollution remains high and is environmentally unacceptable". As a result of these new studies, the Under-Secretary of State for External Affairs reaffirmed, in a letter dated December 1, 1976, to the Pittston Oil Company, Canada's continued opposition to the movement of tankers through the waters of Head Harbour Passage. The Under-Secretary stated that "in view of the well-established Canadian position, it will not be possible for the Canadian Government to enter into any such agreements, extend such approval or grant such permits" as would permit tankers to use Head Harbour Passage.

In the Far North, environmental discussion centred on oil-drilling activity in the Beaufort Sea. Canada initiated discussions with the United States in February 1976 in the light of accepted principles of international law and practice as reflected, for example, in the OECD declaration of 1974 calling for prior notification of projects having potential transfrontier pollution effects. Consistent with general Canada-U.S. practice in environmental matters, talks were held with U.S. officials both before and after the issuing of drilling authorization to Dome Petroleum Ltd. Since there were legal difficulties in extending to potential U.S. claimants a statutory right to compensation for pollution damage available to Canadians, an arrangement was developed whereby an amount of \$10 million would be made available by the operators to satisfy U.S. claimants in the event of an oil-well blow-out in the Beaufort Sea. Inter-agency discussions also began on the drafting of a joint oil-spill contingency plan applicable to any clean-up operations that might result from a blow-out in the area.

On the West Coast, discussions took place between Canadian and American officials in expectation of an increase in tanker traffic resulting from the completion of the pipeline from the North Slope oil-field in Alaska to the West Coast. Negotiations with American officials were scheduled for early 1977 to develop a mandatory traffic-management system for the Strait of Juan de Fuca, involving procedures to control the movements

of vessels and minimize the likelihood of collision and other marine accidents.

At the multilateral level, Canada has been a leader among the governments advocating further international efforts to obtain stricter environmental standards. Canada continued to press for agreement at the Law of the Sea Conference for adequate authority and controls over marine pollution in the proposed 200-mile economic zone. In the Intergovernmental Maritime Consultative Organization, Canada has been negotiating for higher international standards. At the December 1976 session of the Marine Environment Protection Committee (MEPC), Canada pressed for standards on such important technical aspects of marine transportation as segregated ballast, double hulls and sewage-treatment plants on ships. As a member of the United Nations Environmental Program, Canada participated in the Working Group on Shared Natural Resources, advocating that states recognize the obligation to notify other nations and provide them with information regarding activities that could have extra-territorial effects on the environment.

### **International fisheries**

The year 1976 was decisive for the protection of fishing resources off Canada's shores. Following the spring session of the Law of the Sea Conference, and to counter the threat of depleted fish-stocks off the Atlantic Coast, the Secretary of State for External Affairs announced in the House of Commons on June 4 the Government's decision to extend its fishing-limit to 200 miles. The five bilateral agreements that had been negotiated in less than a year with Norway, Poland, the U.S.S.R., Spain and Portugal prepared the way for this extended fisheries jurisdiction, for which the groundwork — the articles that are being drafted by the Law of the Sea Conference — was laid during the two sessions of the conference held in New York in 1976.

In order to ensure a smooth transition to the new management regime that Canada was to establish on January 1, 1977, bilateral and multilateral discussions took place through-



out 1976 and, in particular, during the June and December sessions of the International Commission for the Northwest Atlantic Fisheries (ICNAF). As a temporary measure for 1977, the Canadian authorities agreed to apply as Canadian regulations those measures adopted by ICNAF with Canada's concurrence, including those on allowable catches in Canadian waters off the Atlantic Coast. These quotas generally correspond to those that would have been set by the Canadian authorities if the 200-mile fishing zone had already been established when the ICNAF meeting took place. The catches allowed by Canada off the West Coast were established following consultations with the countries concerned — Japan, the U.S.S.R., South Korea and Poland.

Since there are no accepted maritime boundaries with the United States or France (round the French islands of St. Pierre and Miquelon), negotiations were begun with these two countries to establish an interim regime in order to avoid conflicts regarding fisheries regulations in boundary areas and to pursue, in the best possible atmosphere, the study of long-term arrangements for their fishing operations.

During his official visit to France in November 1976, the Secretary of State for External Affairs, Don Jamieson, met with the French Minister of Foreign Affairs. Following their discussions and subsequent negotiations between French and Canadian fisheries officials, an agreement was reached on interim arrangements based on a special regime of mutual restraint in the reciprocal application of fishing regulations in a specified ICNAF area adjacent to the islands of St. Pierre and Miquelon.

As negotiations were still going on with American officials at the end of 1976, the Canadian Government decided, in order not to interfere with them, to waive licensing requirements for American fishing vessels until a temporary fishing agreement had been reached between the two countries.

Towards the end of 1976, several sessions of bilateral consultations took place with all the fishing nations operating off Canada's

coasts for the purpose of familiarizing them with the new Canadian regulations applicable to their continued activities in Canada's 200-mile fisheries zone and with the methods of licensing their fishing vessels for part of the stocks that were beyond Canada's capacity to harvest. It is obvious that, initially at least, these countries will have to reduce their fishing operations greatly in the new zone in order to allow the fish stocks to be replenished and to increase their long-term yield for the benefit of all concerned.

### **International economic law**

In 1976, the impetus given to the "New International Economic Order" during 1974 and 1975 resulted in far greater emphasis on the "dialogue" between North and South, which included the multilateral trade negotiations, the Conference on International Economic Co-operation, and the work of the World Bank, the International Development Association and the International Monetary Fund and the fourth United Nations Conference on Trade and Development. As it was the first major international conference on trade and development since the seventh special session of the United Nations General Assembly, UNCTAD IV had to provide a legal framework for the formulation of a "New International Economic Order" by means of the resolutions it adopted.

Regarding the transfer of technology, the conference decided to establish an international group of experts within UNCTAD to draft a code of conduct, which would be completed about the middle of 1977 and would be the subject of a United Nations conference at the end of that year. No decision was reached, however, on whether or not this code would be legally binding. This would undoubtedly be a determining factor for the developing countries, which see the code as a tool for eliminating the economic disparities between nations and contributing to their economic and social development.

On the matter of intellectual and industrial property, UNCTAD IV reiterated the need for member countries to accept the decla-

ration concerning the goals of the review of the Paris Convention, as adopted at the second meeting of the *ad hoc* group of governmental experts on the review of the convention in December 1975. It also decided that the Secretary-General of UNCTAD ought to continue his efforts to have UNCTAD fulfil its responsibilities concerning the role of the international patent system in the transfer of technology and the reform of that system. It should be noted that developing countries attach a great deal of importance to the impact that such reform will have on their economies and development.

The year 1976 also witnessed an important development for Canada in international economic law: the concluding of the Framework Agreement for Economic and Commercial Co-operation with the European Communities. This agreement sets a precedent in that it is the first non-preferential pact of its kind to be negotiated between the European Communities and an industrialized nation.

There were also developments with legal significance in other areas of international economic activity. In June, the governments of the member countries of the Organization for Economic Co-operation and Development issued a declaration that included guide-lines for multinational enterprises, decisions regarding national treatment, international investment incentives and disincentives, and consultation procedures. While the terms of the declaration apply only to OECD countries, they could well have a wider impact in international economic relations — for instance, in the continuing efforts of the UN Commission on Transnational Corporations to develop a code of conduct for TNCs. The UN Economic and Social Council established an inter-governmental working group, in which Canada was a participant, to draw up an international agreement to prevent corrupt practices such as bribery and illicit payments in international commercial transactions.

Co-operation between Canadian and U.S. anti-combines agencies has been conducted in recent years in accordance with the bilateral Fulton-Rogers and Basford-Mitchell under-

standings, as well as the multilateral arrangements concluded within the OECD. These arrangements have proved to be of considerable benefit to agencies in both countries. Certain aspects of U.S. anti-trust investigations during 1976, however, particularly in relation to potash and uranium, raised issues not covered by these arrangements. It was fortunately possible to agree upon methods of avoiding direct jurisdictional conflicts, but these were both temporary and very specific in nature. There remains a need to identify more general and longer-term solutions to deal both with conflicts of legal jurisdiction and with divergencies of policy.

### **Nuclear law**

Although the Treaty on the Non-Proliferation of Nuclear Weapons is the best available legal instrument to ensure the continuance of effective international safeguards and commitments against the spread of nuclear weapons, a series of significant events, not all of them directly associated with the NPT, signalled a rapid evolution of Canadian and international safeguards requirements during 1976.

Throughout the year Canada continued negotiations with its nuclear clients with a view to making agreements on safeguards in line with the high Canadian standard announced in December 1974. Agreement was reached with the Republic of Korea, Argentina, Finland and Spain. These bilateral safeguards agreements serve a double function in that, in the case of NPT parties, they complement the commitments made pursuant to the NPT, whereas, in the case of states not parties to the NPT, they require safeguards administered by the International Atomic Energy Agency and complementary commitments to Canada itself. Canada announced the end of its nuclear co-operation with India and Pakistan, both of which had refused to meet its safeguards requirements.

Early in 1976, following a series of meetings in London, a consensus was reached among major nuclear-supplier states on the standards of safeguards to be applied to nuclear exports. Canada received from the other sup-



pliers unilateral declarations indicating that, as a matter of national policy, they would insist on the level of safeguards required by the consensus. This was a major breakthrough, both because the NPT is not specific in the precise nature of safeguards and other controls to be applied to nuclear exports and because not all suppliers who joined in the consensus are NPT parties.

The position reached by suppliers reflected much, but not all, of the Canadian policy announced in 1974. Like Canadian policy, it stipulated that safeguards should apply to items for their useful life and for the life of any items produced thereby. It also noted that technology for sensitive nuclear activities should be transferred only if the nuclear material produced by means of such activities was safeguarded. The consensus required the observance of strict measures to guard against nuclear terrorism. It also drew attention to the desirability of requiring mutual agreement between supplier and recipient states on arrangements for reprocessing and enrichment, as well as storage or retransfer, of plutonium and highly-enriched uranium, both of which are readily usable in nuclear weapons. The problems of nuclear terrorism and the stockpiling of weapons-usable material for electricity-generation thus attacked by suppliers are not dealt with by the NPT and hence the suppliers' positions represent important advances.

Suppliers failed to reach consensus on several problems that are important for an international non-proliferation régime. International modalities for the reprocessing, enrichment and storage of weapons-usable material (e.g., a temporary moratorium on further commercial development of facilities for these activities, or the restriction of such activities to multinational fuel-centres) were not settled. Nor was it stipulated that safeguards would need to be applied to the full nuclear program of a recipient country.

Despite the lack of supplier-consensus on a full-scope safeguards requirement, the Canadian Government decided, in December 1976, that future Canadian nuclear exports would

be approved only if the recipient state had either ratified the NPT or otherwise made a binding commitment to nuclear non-proliferation and had accepted the application of safeguards to its entire nuclear-fuel cycle. Canada is doing its best to persuade other suppliers to follow its lead in this area. The step is significant not only because Canada is the first major supplier to make such a decision — thereby placing itself at a commercial disadvantage — but also because the NPT review conference urged suppliers to review their practice in this regard. Though Canada has been accused of weakening the NPT by imposing additional safeguards requirements on parties to the treaty, it is the first country that, in this respect, has ensured that the safeguards it requires of non-NPT parties are as stringent as those required of parties to the NPT.

### **Outer-space law**

During the past year, Canada continued to participate actively in the work of the United Nations Committee on the Peaceful Uses of Outer Space and in the work of its legal subcommittee.

In an attempt to keep pace with rapidly-advancing technology, the legal subcommittee continued in 1976 to consider the following subjects as matters of high priority: the draft treaty relating to the moon; the elaboration of principles governing the use by states of artificial earth-satellites for direct television broadcasting; and the legal implications of "remote-sensing" of the earth from space.

There was little progress on the draft moon treaty. In the course of its previous sessions, the subcommittee could reach no agreement on questions of the scope of the treaty, information to be made available on missions to the moon, and the natural resources of the moon. At the fifteenth session of the subcommittee, priority was again given to the question of the moon's resources, since many delegations believed that a resolution of this problem would facilitate agreement on the remaining two issues. Basic differences remained, however, between those countries that



believed the moon's resources should be treated as the "common heritage of mankind" and those that did not wish to place undue international legal restriction on research and unforeseen prospects for exploitation of the moon's resources.

Considerable progress was made, however, in the elaboration of principles to govern the use of satellites for direct television broadcasting. At its last session, the legal subcommittee was able to produce nine draft principles. Canada played a major role with Sweden in the development of these principles. Both countries believed that a concerted effort should thenceforth be made to complete a full set of draft principles, including principles to regulate consent and participation. On this latter point, the two countries believe that the most effective way to ensure an orderly development of this technology, and to avoid its abuse, is through international co-operation complemented by principles requiring the consent of receiving states to the establishment of direct television-broadcasting systems intended to broadcast specifically to those states, and enabling such states to participate in activities related to the setting-up of such systems. Canada was pleased to note growing support for this approach at the last session of the legal subcommittee.

Considerable progress was also made during the past year on the question of the legal implications of remote-sensing of the earth from space. At the fifteenth session of the legal subcommittee, five common elements identified at the previous session were converted into draft principles and three further common elements were identified. In spite of this relative success, there are still basic differences between states that will require resolution before any set of principles can be drafted. Substantial disagreement exists on whether and how "sensed" states could protect themselves from acquisition and release of information acquired by the "sensing" states that might be detrimental to the interests of the "sensed". Following a thorough and careful review of Canada's national experience and of the international legal implications of remote-sensing,

the Canadian delegation, at the last session of the legal subcommittee, advanced propositions designed to reflect a recognition of the need to safeguard national interests without creating obstacles to the maximum co-operative utilization of this promising technology. The underlying purpose would be to develop an international legal regime for remote-sensing that would be cautionary without being unduly inhibitory. Canada believes these propositions will help to provide a basis for further progress at the next session of the subcommittee.

### **Legal measures against terrorism**

International terrorism was originally inscribed on the agenda of the United Nations General Assembly in 1972 by the Secretary-General, following the tragic events at the Munich Olympics. The Assembly adopted a resolution that created a Committee on International Terrorism — which met only once, however, in 1973, its work being hindered from the outset by highly-ambiguous terms of reference. In the face of strong resistance by certain African and Arab delegations to the introduction of international measures against terrorist acts, the agenda item was tacitly permitted to remain inactive through the 1973, 1974 and 1975 General Assembly sessions.

In 1976, at the thirty-first session of the Assembly, this issue was revived by a number of Third World countries, which introduced a resolution calling for the reactivation of the Committee on Terrorism. Canada, though a member of the committee, voted against this resolution in the belief that it could be used to provide justification for certain acts of terrorism. Secondly, the terms of reference of the reactivated committee were as ambiguous and unsatisfactory as those contained in the earlier resolution. Canada was doubtful that the Committee on Terrorism, which was to meet in New York in March 1977, would be able to achieve agreement on effective measures against international terrorism; nevertheless, Canada would seek to ensure that developments in this body would be consistent with existing international law on the subject, in-

cluding the Tokyo, Hague and Montreal conventions on aerial hijacking and the Vienna convention on the protection of diplomats.

While the prospects for the Terrorism Committee did not appear encouraging, the thirty-first General Assembly session also witnessed the birth of a West German initiative that proposed the establishment of a committee to draft an international convention against the taking of hostages. Canada supported this proposal and co-sponsored the West German draft resolution embodying it. A modified version of that resolution was adopted by consensus after lengthy corridor discussions. The committee, which will meet in Geneva in August 1977, was requested to make every effort to submit a draft convention to the General Assembly in time for consideration at its next session.

As co-sponsor of the West German resolution, Canada hoped that the committee established under it would be able to achieve concrete results, if not in the short term at least in the long term. It is to be hoped that ambiguities in the mandate of the committee will not block progress on this front.

### **International humanitarian law in armed conflicts**

The Diplomatic Conference on the Reaffirmation and Development of International Humanitarian Law Applicable in Armed Conflicts held its third session in Geneva from April to June. The object of the conference is the adoption of two additional protocols to the Geneva conventions of 1949 on the protection of war victims.

The first session of the conference, in 1974, was principally involved in establishing rules of procedure and in forming draft committees, and it adopted only seven articles. The second session, in 1975, was more productive and adopted in working committees more than 70 articles of the two draft protocols, generally through consensus. The third session, which was expected to be the last, was successful in resolving several difficult issues remaining from the previous sessions. A number of difficult questions remained, however, in-

cluding that of the taking of reprisals in certain conditions, superior orders, final provisions (adhesion of non-state liberation movements to Protocol I), civil defence and prisoner-of-war status for guerilla fighters. In the opinion of the Canadian delegation, the third session was limited in its results but nevertheless valuable for several worthwhile gains and for sharpening the focus on the difficult issues yet to be resolved. These were to be considered at a fourth session of the conference in Geneva, from March 17 to June 10, 1977.

Another way in which international humanitarian law may be strengthened is by banning certain conventional weapons. Before the 1976 session of the Diplomatic Conference, government experts had met in Lugano from January 28 to February 28 to discuss the restriction of prohibition of weapons that might cause unnecessary suffering or have indiscriminate effects.

The Lugano conference produced a report containing more than 20 proposals on various possible restrictions or prohibitions. This report was presented to the *Ad Hoc* Committee on Conventional Weapons of the Diplomatic Conference. However, it is clear that further debate and negotiation will be necessary before any real ban on certain conventional weapons can be achieved.

# III Foreign Policy Co-ordination

## Interdepartmental Committee on External Relations

The Interdepartmental Committee on External Relations (ICER) consists of the Under-Secretary of State for External Affairs (as chairman), the deputy ministers of the departments of Industry, Trade and Commerce, Manpower and Immigration, and Public Works, the President of the Canadian International Development Agency, the Secretary to the Cabinet and the Secretary of the Treasury Board. The Committee was established in May 1970 to advise the Government, through the Secretary of State for External Affairs, on such matters as the formulation of broad policy for foreign operations, the harmonization of departmental and agency "country plans", the allocation of resources for the conduct of programs abroad, program implementation, the recommendation of heads-of-post appointments and personnel policies for foreign operations. ICER has a small Secretariat staffed by personnel on loan from the departments and agencies responsible for major foreign-operations programs. It is assisted by several subcommittees, including an *ad hoc* subcommittee, a personnel management committee and an information subcommittee.

During 1976, ICER and its subsidiary bodies concentrated on developing measures to improve the effectiveness of Canada's foreign operations. In response to the Government's program of restraint, ICER used its "country-programming" system to undertake a special review of the extent and nature of Canadian representation abroad in relation to Canada's foreign-policy objectives and programs. This comprehensive review included a critical examination of the 13 foreign-operations programs that were being carried out by the 126 Canadian posts (embassies, high commissions, consulates, permanent delegations, offices, etc.) located in 79 foreign countries. One of the major aims of the review was to ensure that Canada's pattern of representation abroad adequately reflected the Government's priorities and the changing nature of its relations with these countries. As a result of this review, a number of reductions and redeployments were made in Canadian representation abroad.

The ICER *ad hoc* subcommittee focused its attention in 1976 on introducing methods of streamlining the country-programming system. The information subcommittee devoted considerable attention to improving the extent and nature of technical co-operation among the departments and agencies having information programs abroad.

Table I (below) provides a summary of the location of the 126 Canadian posts in existence in 1976 and the 4,884 personnel engaged in carrying out the Government's 13 foreign-operations programs in some 140 countries and 39 major international institutions. Table II indicates the relative number of man-years devoted to the major foreign-operations programs abroad by program personnel. For example, approximately 4 per cent (or 62 man-years) of the 1,532 program personnel abroad were engaged, in the fiscal year beginning April 1, 1976, in providing consular services to Canadian visitors, residents and corporations abroad. Table III breaks down the number of program staff abroad by department or agency — which differ considerably from the 13 agreed foreign-operations programs.



TABLE I

Distribution of Canadian posts and personnel abroad  
by geographical region in fiscal year 1976/77

Geographic region	Number of Canadian posts, missions, offices	Number of countries and institutions involved <sup>(1)</sup>	Number of <sup>(2)</sup>	
			program personnel	support staff
Africa and the Middle East	27	60	199	477
— English-speaking Africa	9	22	64	164
— French-speaking Africa	10	21	67	137
— Middle East	8	17	68	176
Asia and the Pacific	17	27	235	616
— East Asia	3	8	47	114
— Pacific	10	12	140	277
— South Asia	4	7	48	225
Europe	38	37	536	1,289
— Eastern	6	8	64	206
— Northwestern	10	8	192	443
— Western	22	21	280	640
Western hemisphere	35	36	489	833
— Caribbean	4	9	58	110
— Latin America	13	21	127	258
— United States of America	18	6	304	465
International institutions	9	19	73	137
	126	179	1,532	3,352

(1) Countries with which Canada has diplomatic or consular relations and major international institutions (e.g., the United Nations and its Specialized Agencies, UN regional economic commissions and regional development banks)

(2) Program personnel include Canada-based officers (1,193) and locally-engaged personnel (339) who have responsibility for program-management. Support staff include stenographic, clerical, administrative and other support personnel, both Canada-based (952) and locally-engaged (2,400). These figures include all employees abroad of all federal departments and

agencies except those working for or on loan to international institutions, Canadian Armed Forces personnel on operational military duty in NATO and UN peace-keeping operations, and personnel overseas from Crown corporations and other government commercial or proprietary agencies (e.g. Atomic Energy of Canada Limited, Air Canada, the Canadian Broadcasting Corporation, the Canadian Commercial Corporation and the National Film Board). The figures do not include employees of provincial governments or CIDA technical-assistance personnel in developing countries.

TABLE II

Percentage of time devoted to Canadian foreign-operations programs by program staff abroad in fiscal year 1976/77

Program	Percentage distribution of program staff
Consular	4.1
Customs and excise administration	1.0
Defence relations <sup>(1)</sup>	5.8
General relations	15.9
International development assistance <sup>(2)</sup>	6.6
Manpower and immigration	17.9
Police liaison	2.1
Public affairs	7.8
Science, technology and environment	1.0
Tourism	4.9
Trade and industrial development	24.5
Transport, communication and energy	0.7
Other	7.9
Total	100

(1) Excludes Canadian Armed Forces personnel engaged in operational activities (e.g., Canada's contingents with NATO, UN peace-keeping operations).

(2) Excludes persons under CIDA's technical assistance programs abroad (i.e. advisers, experts, educators).

Source: FY 1977/78 country programs submitted by posts abroad.

TABLE III

Number of program staff abroad by department or agency, in fiscal year 1976/77

Department or agency	Number of program staff abroad
Agriculture Canada	2
Canadian International Development Agency	51
External Affairs	571
Finance	3
Health and Welfare Canada	27
Industry, Trade and Commerce	481
Labour Canada	3
Manpower and Immigration	252
National Defence	90
Public Archives	4
Public Works	9
Revenue Canada	16
Royal Canadian Mounted Police	48
Supply and Services Canada	23
Transport Canada	2
Total	1,532

Source: FY 1976/77 ICER manning-level data.

## Federal-provincial relations

The Department's Federal-Provincial Co-ordination Division was established in September 1967 to expand the Canadian Government's capacity to satisfy the international aspirations of provincial authorities and facilitate their legitimate international activities.

The division seeks to keep the Department informed of provincial aims, aspirations and policies relating to international questions. It serves as a tool for the development of effective co-operation by visits to provincial capitals and the co-ordination, with provincial intergovernmental secretariats or the equivalent, of the activities of provincial government departments, the preparation of missions abroad and liaison with other federal departments and agencies. Officers maintain a continuous dialogue with provincial officials and visit them regularly.

The division ensures that information from provincial governments is brought to bear on the aspects of foreign policy that have a special interest for the provinces, whether or not an issue falls within provincial jurisdiction.

The Department has continued to expand the wide range of services to the provinces. It makes available its telecommunications network, as well as the facilities and services of missions abroad. It maintains a system for the regular distribution to the provinces of information and documentation on the international aspects of matters of provincial concern. The division also ensures that all provincial documents relating to international matters are transmitted to authorities in Ottawa. It facilitates provincial contacts with foreign governments on matters within the internal responsibility of the provinces.

Both levels of government have co-operated effectively in various fields involving international relations. The liaison function of the division was illustrated by the publication in August 1976 of the OECD study on educational policies in Canada and by the signing by Canada, following lengthy consultations with the provinces, of two United Nations human-rights covenants and an op-

tional protocol. Major international conferences in 1976 with significant provincial participation included the World Conference on Employment, held in conjunction with the annual conference of the International Labour Organization, and the UN *Habitat* conference in Vancouver. There were also extensive discussions between federal and provincial authorities in preparation for the UN Conference on Water to be held at Mar del Plata, Argentina, in March 1977.

The Information-Flow Program was created in 1973 to provide the provinces with information from the Canadian Embassy in Washington on the policies and activities of the United States Government in certain areas of provincial interest. The program encompassed the transmission of this information by oral briefings and exchanges of visits by officials, as well as by written reports and documents.

When the Information-Flow Program began, only Ontario took part. However, the results and provincial response were so favourable that the program was expanded to include Alberta, Saskatchewan, Manitoba, Prince Edward Island, Newfoundland and Nova Scotia; it is hoped that it will soon include all the provinces. In this expansion of the program, the topics covered have widened from those that are largely economic in orientation to such diverse subjects as United States policies concerning the development of fisheries, social policies and energy and environmental topics.

Ottawa and Québec signed a new federal-provincial immigration agreement late in 1975. The new agreement improved co-operative measures the federal and provincial governments would use to encourage the movement of French-speaking, or potentially French-speaking, immigrants to Quebec. These measures made possible a more rapid exchange of information on immigration, more recruitment missions and an active role for the province during the selection process. As a result of the agreement, the Quebec government opened an immigration office in Port-au-Prince, Haiti, in 1976.



The division provided assistance to provincial officials for their visits abroad. Arrangements were facilitated for the following missions, among many others: Premier Moores of Newfoundland to Europe; Premier Schreyer of Manitoba to Brussels; Premier Lougheed of Alberta to the United States, and the British Columbia Economic Commission to Japan. The assistance and co-operation of the Department laid the basis for a dialogue among the parties involved in the various negotiations.

The division also helped to arrange the visits to various provinces by François-Xavier Ortoli, former President of the Commission of the European Communities, Prime Minister Léo Tindemans of Belgium, Prime Minister James Callaghan of Britain, Prime Minister Ali Bhutto of Pakistan and Prime Minister Manley of Jamaica.

As a result of the interest expressed by various provinces in the "contractual link" of the Canada-EC framework agreement, the Department is giving consideration to the mechanisms for co-operation between the federal and provincial governments and the private sector.

# IV Services to Canadians

## Consular activity

The Bureau of Consular Services provides consular assistance of all kinds to Canadians living or travelling outside Canada. Because of the growth of Canada's role in world affairs and the increasing facility of international travel, more Canadians than ever are visiting different parts of the world. With this increase in the number of Canadians travelling abroad, the need has been growing for more sophisticated and complex consular assistance and services from the Bureau and from External Affairs posts.

In Ottawa, the Bureau of Consular Services consists of two divisions — Consular Operations and Consular Policy. The former is concerned with day-to-day consular cases abroad (distressed Canadians), long-range emergency planning, family-reunification, applications for non-immigrant visas, registration of Canadians abroad, and responses to enquiries from the public. The latter deals with consular reports and statistics, consular conventions and multilateral and bilateral agreements, consular training and evaluation programs, the monitoring of relevant legislative developments, liaison with the travel industry and advice on questions about consular activities. At diplomatic and consular posts, consular services range from routine services like the issuing of passports or assisting Canadian travellers who are ill, destitute or in legal trouble to full emergency-evacuation procedures.

In 1976, Canadian missions abroad dealt with some half million requests for consular assistance. About 490,000 of these requests were for information and advice about Canadian and foreign government regulations, help in obtaining visas and the issuing or replacement of passports.

Almost 3,200 Canadians who experienced emergency financial difficulties abroad were assisted by posts and the Department in obtaining funds from relatives and friends in Canada or elsewhere. Another 250 Canadians without means to return to Canada were repatriated on a cost-recovery basis. The deaths abroad of 460 Canadians were reported to

External Affairs posts, and next-of-kin were notified and given help in making burial arrangements.

The number of Canadians who became ill or were injured abroad was over 600. Besides helping these persons to get medical care, posts informed their families or friends of the circumstances and, when appropriate, provided details to provincial health-insurance departments to facilitate the settlement of medical accounts overseas.

During 1976, 1,018 Canadians were arrested or detained in foreign countries for a variety of offenses, one-third involving drugs. The Canadian missions helped the accused to obtain legal counsel, took steps to see that they were not denied due process of law in accordance with the laws of the country concerned and, in general, tried to guarantee humane treatment of the accused.

The UN *Habitat* conference in Vancouver and the Olympic Games in Montreal, Kingston and several other cities involved the Bureau in establishing procedures and regulations to facilitate the entry of visitors, in responding to a mounting number of enquiries from foreign embassies and the general public about visa matters, and in issuing non-immigrant visas to certain categories of visitor. About 12,000 such visa applications were processed during 1976.

The signing at Helsinki in August 1975 of the Final Act of the Conference on Security and Co-operation in Europe had the effect in 1976 of focusing renewed attention on human contacts. The Department sought to promote the freer movement of people and, in particular, to reunite divided families in Canada. This involved an increasing number of representations, on humanitarian grounds, to governments of countries where emigration was controlled.

The Bureau is responsible for the development of contingency plans for the protection and evacuation of Canadians in disturbed parts of the world. During 1976, it reviewed resources and contingency measures and concentrated on the development of plans to cover local conflicts and natural disasters.

Several thousand requests for information were received from relatives about the welfare of Canadians believed to be travelling or living in Guatemala after earthquakes caused widespread damage there in February, and the safety of more than 800 Canadians was confirmed. Similar services were provided after earthquakes in Italy and China later in the year. Crisis-management groups were formed to deal with incidents in Lebanon and at Uganda's Entebbe Airport in which Canadians were held hostage.

To meet the increasing demand for consular services abroad, two new honorary consuls were appointed in 1976, in Guadalajara and Acapulco, Mexico. There are honorary consuls also in Malaga, Spain, and Reykjavik, Iceland. The need for such services in other parts of the world is being examined. Consideration is also being given to Canadian consular requirements in countries where Canada has no diplomatic or consular representation and where consular services to Canadians are at present provided by British consular representatives.

The Bureau has continued to develop training programs for consular staff at home and abroad. During 1976, some 150 persons undertook an intensive training course before being posted abroad.

The new Canadian Citizenship Act was given royal assent in July 1976 and, as administration of the act abroad is an important aspect of consular work at many posts, the Bureau co-operated with the Citizenship Branch of the Department of the Secretary of State in preparing new instructions and guidelines for the administration of the act at posts abroad.

During 1976, examination was continued of the obligations resulting from Canada's accession to the Vienna Convention on Consular Relations, and of the arrangements to be made with the relevant authorities at the federal and provincial levels for the interpretation and implementation of the convention.

As part of the Department's Consular Awareness Program, an advertising campaign was undertaken to warn travellers of university

age of potential pitfalls, and an "awareness campaign" was begun in foreign-language newspapers for Canadian citizens who might be considered dual nationals in the countries of their origins. Bureau officers participated in television and radio programs to increase "consular awareness". Efforts were also made to improve contacts with travel-agency associations and travel editors, as well as airlines, in order to ensure that changes in regulations and entry requirements of foreign countries were quickly brought to the attention of the travel industry in Canada.

## **Legal assistance to Canadians**

### **Settlement of claims**

The Bureau of Legal Affairs deals with Canadian claims against other states. The claims may be those of individual citizens or Canadian corporate and governmental bodies that arise from losses due to such causes as expropriation of property, breach of contract, bodily injury or death. The advice and assistance the Department gives to claimants is determined by the applicable international law of state responsibility and by the unique circumstances of each claim or class of claim.

In some cases, the Department has used its good offices to contact appropriate foreign authorities to urge the expeditious and just settlement of a claim, to obtain information useful to a claimant, or to protect property rights. For example, in the past year the Department has continued its attempts to assist Canadians who have property interests in northern Cyprus that were affected by the fighting in 1974 and by the subsequent separation of Greek and Turkish Cypriots.

Other claims have either been espoused by the Government or been the subject of direct discussions with another state. The Government of the People's Republic of China has continued its study of Canadian claims submitted to it last year. Further work was completed on claims in the Canada-Cuba claims program in preparation for another, and perhaps final, negotiating session before a formal agreement is signed. Yugoslav authorities have continued to supply information



relevant to claims of Canadians against that country.

One individual claim that attracted public interest was that of David McTaggart against the French Government for damages suffered by him during encounters with French naval vessels while his ship, the *Greenpeace III*, was sailing near Mururoa Atoll in the South Pacific in 1972 and 1973. Although Mr. McTaggart instituted private litigation in the French courts, the Government of Canada, at his request, formally espoused his claim in 1976 and communicated that espousal to the French Government. The Government of Canada thus raised its representations on behalf of Mr. McTaggart from the level of assisting him through the use of its good offices to the level of an interstate claim.

The Foreign Claims Commission has made further progress in evaluating and making recommendations concerning claims that are already the subject of treaties between Canada and other countries. The commission has completed virtually all the substantive work on the Hungarian and Romanian claims program and expects to complete most of the necessary work on the Czechoslovak and the Polish program within the next year.

### **Private international law**

In the area of private international law, the Bureau of Legal Affairs offers a variety of services intended to facilitate legal proceedings between Canadian and foreign jurisdictions on the basis of conventions or by arranged procedures. Private lawyers in Canada create a large volume of requests for the service of legal documents, such as divorce petitions and writs of summons addressed to persons residing abroad, in cases where civil suits have been started in Canada. Evidence from witnesses abroad has to be obtained either by private arrangements or by rogatory commissions when the co-operation of foreign courts is required. Through Canadian missions abroad, the Bureau assists in the transmission of documents for such purposes. It also assists in serving foreign legal documents and in arranging for rogatory commissions in Canada,

and authenticates signatures on Canadian documents required for use abroad.

With the increase in travel and the greater mobility of individuals, it is inevitable that questions of social security, enforcement of maintenance orders and judgments and other related issues should become subjects for international co-operation. Many of these subjects fall within areas of provincial jurisdiction, and liaison is carried on between the Bureau and provincial attorney-general departments to establish and administer the necessary reciprocal arrangements.

Another area of co-operation between states involves enforcement of criminal law. To facilitate extradition of persons to and from Canada and of fugitive offenders in Commonwealth countries, the Bureau is in contact with police forces at all levels and with provincial and federal departments of government, as well as with Canadian and foreign diplomatic missions. During 1976, negotiations were conducted with Denmark, Finland and France concerning the conclusion of new extradition treaties. During the past year, extradition treaties between Canada and the United States and Canada and Sweden were ratified, and these are now in force.

The Bureau also performs an advisory function in the lawmaking activities of international law organizations such as the International Institute for the Unification of Private Law and the Hague Conference on Private International Law.

The Bureau has become extensively involved in the international aspects of a number of civil-kidnapping or "childnapping" cases involving disputes between the mother and father over custody of a child. The number of cases of this kind has been on the rise. The Bureau attempts to obtain reports on the well-being of the children involved and, if possible, arranges for their return to Canada in those cases where the Canadian courts have already ruled on custody. Because of the acute distress caused by such disputes, there is considerable public interest in the roles of the Federal Government and the Department. The matter was raised at the federal-provincial conference

of attorneys-general in October 1975, at which time the provinces were urged to adopt model provincial legislation on reciprocal enforcement of provincial custody orders. Since that time, five provinces have enacted the model legislation, and it is expected that the remainder will take similar action in the near future. When most or all of the provinces have the necessary legislation in force, it is expected that Canada will be in a position to conclude bilateral agreements with the foreign states most concerned or to accede to international conventions in these fields, in consultation with the appropriate federal and provincial authorities.

### **Passport Office**

The Passport Office provides passport services to Canadian citizens. In addition, it issues certificates of identity and UN refugee-convention travel documents to legally-landed aliens currently living in Canada. Regional passport offices are located in Edmonton, Halifax, Montreal, Toronto, Winnipeg and Vancouver, the major departure-points for destinations abroad.

In 1976, the number of passports issued increased by 12.3 per cent over 1975, to 653,164. Most of this increase occurred in the last quarter of 1976. Of the total, 38,224 passports were issued at posts abroad. The balance between regional offices and Ottawa levelled off after the postal strike in November 1975. Regional-office activity, which had shown an increase of 21 per cent in 1975, increased only 3 per cent, to 309,494, while Ottawa activity, which had decreased in 1975 by 6.4 per cent, increased by 25.1 per cent, to 305,446.

The number of certificates of identity and refugee travel documents issued reflected events outside Canada, in particular the influx of refugees from Vietnam. The issuance of these documents increased 108 per cent over the previous year, to 3,975.

The number of valid passports in current use in December was estimated to be approximately 2,858,000. There were at that time

13,157 valid certificates of identity and refugee travel documents in circulation.

Regional offices issued about 50 per cent of the total number of passports in Canada. They continued to promote public-information programs relating to passports and to assist with the Department's consular awareness program by means of talks to interested groups and radio and television messages. In addition, they provided travellers with information on conditions in troubled areas of the world and helped Canadians to determine the whereabouts and wellbeing of relatives travelling abroad and to make arrangements for sending funds to them if they were in distress.

On April 1, 1976, the fee for passports was increased \$2.00, to \$12.00, to meet increasing financial commitments.

# V Public Affairs

The object of the Department's public-affairs program is to provide the means of communication between the Canadian Government, Canadians and important audiences abroad for the attainment of Canada's foreign-policy aims. In the making and execution of foreign policy, there is a constant need for accurate knowledge of the nature of public opinion both in those countries that are of chief interest to Canada and in Canada itself. The attitudes of particular sections of any nation can exert an important influence on the behaviour of its government and sometimes on that of other governments as well.

The environment in which Canadian foreign relations are being conducted has been changing and, in the public dimension, will require increasing sensitivity, flexibility and involvement on the part of Canadian representatives abroad. In 1976, there was a marked increase in the international attention devoted to Canada, and (except for the Olympic Games) this was principally due to domestic political and economic events. This development has created a new sense of the need to explain the democratic process of the country to foreign audiences, and to emphasize its underlying strength and national purpose, its importance in world affairs and its versatility and diversity.

In mid-1976, the Public Relations Division was created from within the existing establishment of the Public Affairs Bureau to provide a means for rapidly processing policy information, whatever its point of origin within Canada, and speeding it to posts abroad. The new division is also concerned with increasing public awareness in Canada of the nature and relevance of foreign-policy issues and Government responses to them.

During 1976 the Bureau sought to develop a headquarters organization for administering a day-to-day information and public-relations program at home and abroad and, at the same time, for enhancing, through cultural and academic relations, the longer-range promotion of mutual understanding between Canada and a number of foreign countries. The Bureau sought to reflect inter-

nationally the growing creativity, scope and diversity of Canadian culture and learning, both as achievements in themselves and as essential contributions to Canadian foreign policy. It also kept abreast of, and often supported or associated itself with, the activities of private Canadian citizens and organizations — involved in religious affairs, commerce, communications, science and technology, sports and so on — in association with other departments, agencies and levels of government in Canada. The scope of international public diplomacy is being extended rapidly by electronic communication and by rapid and easy travel. The pursuit of Canada's public diplomacy in turn presents increasingly widespread opportunities, and increasingly complex difficulties, both for the Bureau of Public Affairs and for Canadian posts abroad.

## **Academic relations**

The Academic Relations Division has the responsibility of promoting and co-ordinating relations between the Department and universities, at home and abroad, possessing an interest in Canadian foreign policy, and with other organizations interested in this field. The object is to develop lines of communication between officials responsible for implementing foreign policy and scholars and others who are studying the many aspects of international relations. A second responsibility of the Division is the development of programs of Canadian studies abroad.

## **Foreign service visitors**

One fruitful form of exchange has been the seconding of senior foreign-service officers as "visitors" to Canadian universities. This program frees officers from departmental duties for an academic year, enabling them to devote their time to research, teaching, writing and the holding of seminars and consultations on international relations under arrangements worked out with the universities they visit. At the beginning of the program, two foreign-service visitors were designated, but in 1972 three were appointed — one each to York University and the Universities of British



Columbia and Montreal. In 1976 a senior officer was seconded to Trinity College of the University of Toronto.

### **Departmental speakers' program**

Under a departmental program, foreign-service officers speak to university audiences and other groups, attend conferences on foreign policy and participate in international-affairs seminars. In 1976, over 63 officers accepted invitations to visit 42 universities and 27 other groups. This program has been successful not only in spreading information about Canadian foreign policy but also in exposing departmental officers to unfamiliar perspectives and ideas, and to informed questioning and criticism.

### **Conferences and seminars within the Department**

In order that Government might benefit from their analysis of foreign-policy problems, the Department invited academics to Ottawa to give talks and to take part in seminars. The subjects they considered ranged from current foreign-policy issues to theories on various aspects of international relations. One of the main topics in 1976 was the Conference on Security and Co-operation in Europe.

Professors and journalists were also invited to the Department to speak on such matters as the effects of the Angolan situation on Portugal, the Lebanese conflict in a regional context, and the Commonwealth in the modern world. In 1976, 20 such lectures were delivered, in English or French.

To maintain its ties with the academic community and obtain the services of experts, the Department from time to time engaged professors on a temporary basis. In addition, research contracts were awarded for the preparation of special studies; one of these focused on a survey of what Canadians thought of the Common Market, and was carried out in conjunction with the Centre d'études et de documentation européennes of the University of Montreal.

### **Outside seminars and conferences**

The Department organizes seminars and conferences in various parts of Canada and also helps universities and centres of international affairs to organize them. Departmental officers often take part in these meetings. For example, a series of seminars on Canadian themes was inaugurated late in the year by the Canadian Embassy in Bonn in co-operation with various German academics and research organizations. Both Canadian and German contributors took part.

### **Canadian studies abroad**

The Department extended its program of Canadian studies abroad to expand the nucleus of professors and students familiar with Canada, to develop an awareness of the distinctive quality of Canadian scholarship, particularly in the social sciences and the humanities, and to provide a stimulus and network for productive exchanges between Canada and foreign academics. In this way, the program serves to strengthen Canada's bilateral relations with the countries involved.

The principal areas of concentration in 1976 were the United States, Britain, France, Japan, Belgium, Italy and Germany. Canadian studies were developed by awarding visiting professorships, the funding of joint research projects, the encouragement of inter-university contacts, the donation of Canadian books and learned journals, the organization of conferences and seminars, and grants to national associations for Canadian studies and to newsletters and journals devoted to this subject.

### **United States**

In 1976 major budgetary support was provided to 20 American universities interested in Canadian studies, mainly by funding conferences, speakers and seminars. Additional funding and support were extended to faculty members at 250 other institutions. In September, as part of Canada's Bicentennial salute to the United States, Professor John Meisel of Queens' University became the first visiting professor of Canadian studies to be sent to the United States under the program, taking up

a one-year appointment to Yale University. In October, Duke University was host to a meeting of Canadian and American scholars in the field of Canadian studies for their Bicentennial conference on the topic "Evolution and Revolution — Development in the United States and Canada". Another element in Canada's Bicentennial salute to the United States was the presentation to the Johns Hopkins University's Center of Canadian Studies of a grant of \$50,000. A program for the granting of funds to American professors for the "re-training" necessary to make them competent to offer new courses on Canada began during 1976. The Department continues to offer a large number of books and journals to American institutions in support of their Canadian studies program. To fill a gap in the resource material on Canada available in the United States, a multi-disciplinary text on Canada, which will be written by American academics, has been commissioned by the Department.

The Department continues to provide support for the Association for Canadian Studies in the United States (ACSUS), which now has over 500 members in 42 states and publishes *The American Review of Canadian Studies*.

### **Belgium**

Investigation over the previous two years had indicated that Belgians felt the need to develop Canadian studies, and the Universities of Liège, Ghent, Antwerp and Louvain have expressed a keen interest in the idea. The University of Liège offers a course in French literature in which some time is devoted to French-Canadian literature and, in 1976, the University of Louvain organized an important seminar based on Canadian experience in bilingualism, which was attended by a number of Canadian professors belonging to the Canadian Political Science Association.

### **Britain**

Despite the close traditional academic relations between Britain and Canada, little attention was given in Britain to Canadian studies until recent years. During 1976, the program

in Britain continued to encourage the development and growth of Canadian studies in British universities. The Centre of Canadian Studies at the University of Edinburgh received Dr. James Gibson, a former President of Brock University, as its second occupant of the Chair of Canadian Studies. A very successful seminar on Canada-EEC relations was held in November at the University of Edinburgh.

In 1975-76, the second visiting Canadian Studies Fellow in Britain, Professor Dennis Magill of the University of Toronto, occupied a chair at the University of Sussex in Brighton and lectured widely throughout Britain. His successor for 1976-77 is Professor Trevor Price of the University of Windsor. The program continued to support seminars on Canadian studies held at various British universities and offered assistance to the British Association of Canadian Studies.

### **Federal Republic of Germany**

Investigation during the first year of the program indicated that a number of German universities and academics had an interest in Canadian studies. The initial reaction of German scholars to a series of lectures by Canadian professors and to several well-attended seminars on Canadian topics was encouraging for the future development of the programs. While in 1976 the program's activities consisted largely of the provision of Canadian books and journals, lecture tours by Canadian academics and regional seminars, steps are now being taken to form the nucleus of a German association for Canadian studies and to organize more seminars on the subject.

### **France**

The program in France includes conferences, regional seminars, exchanges of speakers and researchers and support for an interdisciplinary newsletter on Canadian studies modelled on other scholarly journals and published under the aegis of the Association française des études canadiennes (AFEC), which came into being officially on May 1. Late in the year, the Association organized a



geography seminar in Paris on water-control in the St. Lawrence River basin.

As a result of the interest shown by the University of Grenoble III, a Canadian professor, Claude Racine, became the first person appointed to the chair of *francophone* studies at that university. The University of Bordeaux continued to develop its Canadian studies teaching program and to expand its library holdings in this field. These and other activities, including the March 1976 organizational seminar, are evidence that the University of Bordeaux is becoming one of the main European centres for Canadian studies.

### Italy

In 1976, the program in Italy was primarily the identification of Italian academics and universities with an existing or potential interest in Canadian studies.

During this process, a substantial number of Canadian books and learned journals were donated to those universities that expressed interest in introducing Canadian content into their curricula. In the near future, several of these universities will offer their first courses in a variety of Canadian studies disciplines. Preparations have also begun for a number of regional seminars on Canadian topics.

### Japan

Prime Minister Trudeau formally inaugurated the Canadian studies program during his visit in October. During the visit, Prime Minister Miki and Mr. Trudeau expressed their satisfaction with the progress that had been made in the promotion of Canadian studies in Japan and Japanese studies in Canada, and in academic exchanges between the two countries. Already in its first year of operation in Japan, the Canadian studies program encompasses several universities in the Tokyo and Kyoto areas. Professor H. Vivian Nelles, the first visiting professor of Canadian studies to be sent to Japan under the program in 1976, is offering courses in Canadian history at Tsukuba, Keio and International Christian Universities. In 1976-77, Kyoto and Doshisa

Universities played host to Professor Toyomasa Fusé, a Canadian sociologist. In order to ensure that resource material on Canada was available in Japanese universities, library support — including books and learned journals and translation into Japanese of some basic Canadian texts — was provided by the Department. With an eye to developing expertise in Canadian studies among the Japanese academic community, Japanese scholars were brought to Canada under the program to conduct research.

### Cultural affairs

Cultural relations are an increasingly important means of bringing about understanding between nations and awareness of the values they share. The programs of cultural and academic relations with other countries underwritten by the Department of External Affairs are designed to support foreign-policy aims by concentrating cultural activities in those countries that are of primary concern — political, economic and social — to Canada. Such programs also serve the needs of the Canadian artistic and academic communities by publicizing Canadian achievements abroad and providing more and better opportunities for Canadians to work and study professionally in other countries. These programs involve exchanges of persons, tours by performing companies, art exhibitions, book donations, special events such as “Canada Weeks” and representation at international competitions and festivals. Such activities are administered by Canadian embassies, high commissions and consulates-general, particular responsibility devolving upon the Canadian cultural centres in Paris, Brussels and London and upon cultural-affairs officers in Bonn, Mexico, New York, Peking, Rome, Tokyo and Washington.

### Cultural agreements and programs

Cultural agreements were made in 1976 with Mexico (January 25) and with Japan (October 21). These instruments were signed during visits to the two countries by Prime Minister Trudeau. Canada has similar agreements with Brazil (1944), Italy (1954), France



(1965), Belgium (1967) and the Federal Republic of Germany (1975). In addition, there is a General Exchange Agreement (which includes cultural and academic programs as well as various scientific exchanges) that Canada signed with the U.S.S.R. in 1971. A preliminary meeting with officials from the Mexican Ministry of External Affairs took place in September, and the Canada-Belgium Mixed Commission met in Brussels in October to discuss exchanges for the coming year. Canada also has active exchange programs with many countries that are not governed by formal diplomatic instruments. For example, officers of the Cultural Affairs Division met with members of the U.S. State Department in February to discuss cultural and academic exchanges.

### **Artistic exchanges and cultural promotion**

A wide variety of performing groups and art displays was sponsored by the Department during 1976 under various continuing programs for the fostering of cultural relations with other countries. A major musical event of the year was the series of concerts given by the Montreal Symphony Orchestra, under the baton of Rafael Fruhbeck de Burgos, in New York, Bordeaux, Lausanne, Lyons, Paris, London, Edinburgh and Prague. Maureen Forrester, contralto, and Ronald Turini, pianist, accompanied the orchestra as guest soloists. Canada's *avant-garde* musicians were represented in Japan by the percussion ensemble "Nexus", in Belgium and the Netherlands by Le Groupe d'Interprétation de Musique électronique, and in Sweden, Norway, West Germany, Switzerland, Belgium, France, Britain and Iceland by New Music Concerts. The last-mentioned group, with members of the Société de Musique contemporaine du Québec, received the Department's help in taking part in the "World Music Days" program of the International Society of Contemporary Music with a concert in Boston. Other ensembles on tour during 1976 were The Canadian Brass and the Orford String Quartet,

which visited the United States, and Camarata, which performed in Mexico, Cuba and Venezuela.

Individual musicians helped by the Department to make foreign concert appearances were the soprano Gaelyne Gabora (U.S.S.R.), the saxophonist Paul Brodie (England and France), the organist Bernard Lagacé (France, Belgium, Switzerland and Germany), the harpsichordist Kenneth Gilbert (Norway), the cellist Denis Brott (Switzerland, Germany and France), the pianist Arthur Ozolins (Brazil), the soprano Joan Patenaude (Belgium and Britain), the baritone Bruno Laplante (Britain, the Netherlands, Belgium) and the pianist Malcolm Troop (Chile). Among the popular entertainers sponsored by External Affairs were Edith Butler (for concerts in tribute to the U.S. Bicentennial), André Gagnon (who performed at the Cervantino Festival and in other cities in Mexico), the Manitoba folk singers Gerry and Ziz, who visited Algeria, Ivory Coast and Senegal, the *chanteuse* Gabrielle Bugeaud, who performed in Washington, and the native folk-singer Curtis Jonnie, who performed in Germany. The Department also assisted the Canadian Opera Company with its tour of the U.S.

Theatre projects included the Toronto Workshop Productions (England and the Netherlands), le Théâtre du Rideau vert with *La Sagouine* (France, Belgium and Switzerland), the Canadian Mime Theatre (New Zealand, Australia, Singapore and Britain), Les Mimes électriques (Tunisia), the Centre for Experimental Arts and Communication (Italy, Belgium, Britain), Marionnettes Merinat (France and Switzerland), and Lampoon Puppet Theatre (Poland and the U.S.S.R.). The theatre designers François Barbeau and Murray Laufer represented Canada at the Prague quadriennial international exhibition and competition of stage design and theatre architecture. Also included in the Canadian display were samples of stage designs by students of the National Theatre School and plans and photographs of the new Shaw Festival Theatre at Niagara-on-the-Lake.

Under visitors' programs, the Department sponsored familiarization tours of Canada for foreign critics and impresarios and helped the playwright Michael Garneau to attend the Paris opening of his play *Quatre à Quatre*. Brian Macdonald, artistic director of Les Grands Ballets Canadiens, was also assisted in preparing a performance of one of his ballets by the National Ballet of Cuba, which took place during Prime Minister Trudeau's visit to Cuba.

In support of the fine arts, the Department arranged a major exhibition tour of works by the Group of Seven, with a collection of 44 paintings on loan from the McMichael Canadian Collection. The works opened their British tour in Glasgow and were then displayed in galleries in Edinburgh and Aberdeen. The exhibition is to go on to London and major cities in Germany and the U.S.S.R. in 1977. Another principal undertaking by the Department on behalf of the National Museums of Canada was negotiation with the Soviet Ministry of Culture of an agreement to bring an exhibition of masterworks from the Hermitage and State Russian Museums to the Winnipeg Art Gallery and to the Musée des Beaux Arts in Montreal. The exhibition was seen by over 150,000 persons. As part of the program of Canadian cultural activities saluting the United States during its Bicentennial year, the Canadian Government donated an *inukshook*, an Inuit stone figure, to the World Sculpture Garden in Philadelphia. The permanent collections of the Department continued to circulate abroad. One selection of Eskimo prints was displayed in Algeria, Morocco, Tunisia, Senegal and Ivory Coast. Another collection went to galleries in the United States and a display entitled "Four Canadian Photographers" was sent to Iran. Craft works and a collection of Eskimo artifacts have been travelling through France. A new collection of "Hard-Edge" art was seen in Belgium and Poland, and the print collection entitled "Canadian Landscapes" toured the U.S. The Smithsonian Institution in Washington took two Canadian collections as part of its touring program, one a series of

prints by the Eskimo artist Pitsecolak and the other a collection of historical maps showing the routes followed by Captain J. E. Warre in his travels across Canada and the Western United States.

During July, a number of foreign art critics and curators were brought to Canada to view the art work assembled for the Olympic Games arts and culture program. The Canadian cultural centres in London, Paris and Brussels continued their exhibition programs. The Greg Curnoe show was seen at the Venice Biennale and later at Canada House in London. Atlantic art works were shown in Paris and works by the painter George Rackus were displayed in Brussels. A collection entitled "Alberta Art", from the Alberta Art Foundation, was shown in all three centres. The Canadian Institute in Rome sponsored an exhibition of contemporary prints featuring works by nine Canadian artists. A new sculpture garden at the Canadian Cultural Centre in Paris was opened with an exhibition of ceramic works by Louis Gosselin.

In literature, the first winner of a new prize for English-language writers in Canada and Australia was announced in November. The Australian playwright John Romeril received the award of \$2,500. A Canadian author will be selected in 1977. The Canada-Belgium Prize for writers in French was awarded to the Canadian novelist Marie-Claire Blais. Miss Blais is the sixth writer to receive the award, which has alternated between authors in the two countries since its inception in 1971. Other Canadian writers were sponsored for lecture and reading tours abroad; Anne Hébert was sent to Australia and Earle Birney to Mexico. Under the Canada-U.S.S.R. exchange agreement, four Canadian writers visited the Soviet Union.

Under the continuing program of book donations, the Department presented publications to over 50 foreign universities and public libraries. Each presentation contained 150 French and English titles on Canadian politics, economics, sociology, arts and literature. As part of the Government's continuing program of assistance to Canadian publishers, the De-



partment distributed new titles to libraries abroad, through Canadian embassies, on behalf of the Canada Council. In association with the Department of Industry, Trade and Commerce, the Department also helped Canadian publishers obtain representation in the Brussels Book Fair and at meetings of the American Library Association and the American Booksellers' Association. The attendance of journalists from Britain, France and the United States at the International Book Fair in Montreal in May was facilitated by the Department.

Apart from the programs of artistic exchange administered directly from Ottawa, Canadian embassies, consulates and cultural centres undertake many activities on their own (concerns, film showings, lectures, poetry readings and art exhibitions), which are chosen with the public-affairs aims of the individual post in view.

### **Academic and youth exchanges**

In addition to the long list of exchange scholarships sponsored by the Department, new exchanges were started with Hungary, Poland, Yugoslavia and Iran. Existing programs undertaken with Belgium, Brazil, the People's Republic of China, Denmark, Finland, France, the Federal Republic of Germany, Greece, Italy, Japan, Luxembourg, Mexico, the Netherlands, Sweden, Switzerland and the U.S.S.R. continued to attract scholars. More than 250 students from Canada took part, and an equal number of foreign students attended Canadian universities. Travel grants from the Department permitted nearly 100 academics to give courses at foreign universities or to read papers at international scholarly conferences. Another program of grants, funded by the Department and administered for it by the Canada Council, enabled more than 60 foreign professors, experts and artists to give special courses in Canada. The Department also helped nearly 40 English-speaking Canadians to travel to France to teach English as part of an exchange program that brought an equal number of French-speaking language assistants to Canada.

For the twelfth successive year, six graduates of the Ecole nationale d'Administration of Paris were given the opportunity to travel across Canada and to attend briefings by senior public officials. The tours are offered in exchange for a program, administered by the Public Service Commission of Canada, in which the Ecole nationale offers scholarships to Canadian civil servants.

During 1976, lecture tours in Canada by the American historian Eric Goldman and the author Merle Miller ushered in a new program shared with the U.S., called "Intellectual VIP Exchanges". Two Canadians will make similar speaking tours in the U.S. during 1977. An inter-faculty comparative-law research project jointly undertaken by the University of Western Ontario and Case Western Reserve University in Ohio, was launched in 1976, with the assistance of the Department.

Youth exchanges are considered a particularly effective way of making cultural contacts abroad. In 1976 the Department funded 40 scholarships to the Lester B. Pearson College of the Pacific in Victoria, British Columbia, one of three United World Colleges for secondary-school students. These scholarships cover the tuition and living expenses of foreign students.

In association with the Council of Ministers of Education (made up of the education ministers of the ten provinces) and national non-governmental organizations concerned with education, the Department ensured Canadian participation in various educational activities, carried out under the auspices of international organizations. These included education committees of the Organization for Economic Co-operation and Development, UNESCO and Commonwealth institutions, the biennial international conference of the Bureau of Education and the first international conference of ministers and senior officials responsible for physical education and sport, held in Paris in April 1976.

### **UNESCO**

The activities of UNESCO, encompassing as they do the natural and social sciences, edu-



cation and culture, are of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of higher learning, and to a large number of private organizations. The Department works closely with the Canadian Commission for UNESCO, and the Director of the Cultural Affairs Division is a member of its Executive Committee. Canada's permanent delegate to UNESCO in Paris serves as intermediary between these Canadian authorities and the Secretariat of the organization to ensure that UNESCO benefits fully from Canadian experience and that affiliated Canadian bodies are kept informed of matters of interest to them.

Many of the Department's efforts in this field during the past year went into preparing for the nineteenth general conference of UNESCO, held in Nairobi from October 26 to November 30, 1976. In co-operation with the Canadian Commission for UNESCO, representatives from the provinces and interested non-governmental organizations held preliminary meetings throughout the summer to examine the 1977-78 UNESCO program and projections for the period 1977-82. As a result, the Canadian delegation to the Nairobi conference was thoroughly briefed to represent Canada.

The chairman of the Canadian delegation was the Canadian Ambassador to UNESCO in Paris. On the 16-member team were representatives from Quebec, Manitoba, British Columbia, Alberta and Ontario, as well as officers from the Department of External Affairs, the Secretary of State Department, CIDA and the Canadian Commission for UNESCO.

## Historical affairs

The Department has now published the eighth volume in its series *Documents on Canadian External Relations*, which consists of basic foreign-policy records designed to aid scholarly research and instruction at the university level. Each of the volumes contains basic documentaion selected from a large collection of files to reflect the scope of available

official information. This material covers the principal aspects of foreign policy and the network of relations that Canada maintains with other countries and with international organizations.

Each volume is a self-contained, comprehensive and readily understandable collection in which the major decisions reached by the political authorities and the motives behind them are presented in the context of global influences that affect and complicate international relations.

These volumes, produced by professional historians, cover the period from the formation of the Department in 1909 to 1941. The eighth volume, published in the autumn of 1976, constitutes the second in the series devoted to the cataclysmic events that took place at the outset of the Second World War. It was not possible to compress these events within a single volume because of the great increase in foreign-policy records.

Research and compilation of the volumes covering the post-1941 period are progressing rapidly, and the publication of the 1946 volume is scheduled for mid-1977.

Although they were transferred to the public domain in accordance with the policy announced by the Prime Minister in 1969, the files for 1941-46 have been retained in the custody of the Department to facilitate the preparation of the volumes covering the Second World War. Until their eventual transfer to the Public Archives of Canada, these files may be consulted on application to the Historical Division. During the past year, many researchers have been granted permission to consult them. So far as possible, access to some post-1946 files may also be granted. Some 40 researchers received authorization during 1976 to consult these records.

The Division has also examined a certain number of manuscripts, theses or publications prepared on the basis of information obtained from departmental files. Similarly, the division has arranged personal interviews with members of the Department in order to assist researchers who wish to obtain additional information on their individual studies. In addi-

tion, it has provided oral and written replies to numerous requests from university professors, journalists, writers and researchers. In November alone, for example, about 50 requests were received.

The Oral History Program, introduced several years ago to obtain firsthand contemporary verbal accounts from ministers and senior departmental officials directly involved in important events, is continuing, and a number of interviews have been conducted. The transcription of these recordings, however, is a long-term undertaking, the pace of which is determined by the modest allocation available for this purpose.

Canada has played an active role in the Pan-American Institute of Geography and History, a specialized agency of the Organization of American States. Its activities have been of two kinds, the preparation of reports on the meetings of the Geography Commission, which were held from May 12 to 16 at the Conference Centre in Ottawa, and the organization and direction of a meeting of the Geophysics Commission, which also took place in the Conference Centre, from September 27 to October 1. The latter meeting, which dealt with the prediction of earthquakes, attracted more than 40 geophysicists from Canada, the United States and most of the countries of Central and South America. This working meeting was made possible by the close collaboration between External Affairs and the Gravity and Geodynamics Division of the Department of Energy, Mines and Resources.

### **Information and public relations**

The sophistication of mass communications since the Second World War has made public opinion an increasingly significant factor in the formation of the foreign policy of many governments. This, perhaps inevitably, has affected the conduct of diplomacy. Traditionally, international relations have been conducted principally through direct diplomatic contacts and between governments. Today it may no longer be enough for an ambassador to explain his country's views to ministers and officials of the country to which

he is accredited; he may also find it necessary to inform or seek to influence the general public, or special sections of it, in his area of accreditation. It is also important to promote within Canada a broader interest in, and a greater knowledge of, Canadian foreign-policy objectives.

During the year, all Canadian embassies, high commissions and consulates undertook some kind of information program. Such activity was most intensive in the United States, Western Europe and Japan, because of the importance Canada attaches to these areas and the benefits it expects from the distribution of Canadian information within them. The general direction of the information program abroad was, of course, the responsibility of the Department in Ottawa. Large quantities of information material were produced at headquarters, and a variety of projects were devised to convey the messages of the Government information program to particular foreign audiences in terms suited to their special needs. Much of this work consisted of the routine answering of inquiries and the distribution of materials reflecting Canadian policy and Canadian interests in various regions. Films, displays, audio-visual aids, publications, speeches and seminars were employed in the effort to elicit a favourable response to Canadian attitudes and achievements from "priority" audiences and influential individuals and to create an understanding of Canadian aims. The purpose of all this activity has been to project the image of Canada abroad as a distinctive, advanced society that has much to offer the rest of the world.

To help them with their local programs, Canadian posts received, on a regular basis, briefing on Government policy for use in their contacts with foreign governments, the news media and the public, as well as the texts of statements and speeches, press scans and press guidance on a variety of domestic- and foreign-policy issues, and background material on issues of an urgent nature. The Department produced a variety of publications — in English, French and several foreign languages — on Canadian themes, directed at selected



audiences. The periodical *Canada Weekly* was distributed in English, French, German and Spanish versions to some 20,000 readers throughout the world. About half a million copies of the booklet *Facts on Canada* were distributed in nine languages to the general public abroad. Illustrated articles and photo-stories were prepared for publications edited by Canadian posts in local languages or for submission to foreign publications. Over 450 journalists and "opinion-formers" were brought to Canada for briefings and familiarization tours. Assistance was given to foreign television crews that came to film programs on Canada. Background materials were prepared for speakers, and lecture tours by Canadians were arranged in various areas in support of specific objectives. General exhibits on Canada, and displays on particular themes, were shown abroad by Canadian missions.

The bimonthly magazine *International Perspectives*, a journal of informed opinion on Canada's role in world affairs and on current international questions, has established itself during the five years of its existence in a special position among the publications officially sponsored by foreign offices throughout the world. Its distinctive feature is the policy of opening its pages to free expression of opinion by specialists — foreign as well as Canadian — on various aspects of international affairs.

Some information materials were produced in co-operation with other federal departments and agencies and with private firms. For example, the Department collaborated with the National Film Board and private filmmakers in the production of three films and several television-clips concerning Canada's international aims, which have been widely distributed abroad. Arrangements were made for the rebroadcast of CBC television programs at certain posts. Appropriate exhibits were put together and shown abroad in collaboration with the Canadian Government Expositions Centre and the National Film Board.

The Department also helped arrange the annual visit of the Institute of Comparative

Physical Education of Concordia University to its sister institution in the U.S.S.R., where the Canadians studied Soviet physical-training methods. It was involved in arrangements for the Canada Cup of Hockey in September 1976, and began to approach foreign governments regarding preparations for the Commonwealth Games that are to take place in Edmonton during 1978.

The Department also organized speaking tours in Canada by both Canadian and foreign officials and group visits to international organizations such as NATO and the European Community. It arranged participation in seminars on foreign-policy themes by officials of the Department or foreign guests. It co-operated with the information services of NATO, the Commonwealth, the UN and the European Community by producing or participating in the production of exhibits and slide shows and by distributing in Canada publications such as *NATO: Facts and Figures*. The Department is responsible for administering grants to organizations in Canada with a special interest in foreign policy, such as the Canadian Institute of International Affairs, le Centre québécois des relations internationales and the Atlantic Council of Canada.

### Special projects

Special projects included the 1975-76 visit of the famed Newfoundland fishing-schooner *Norma & Gladys* to ports in the United States, the Caribbean and Western Europe, under the co-sponsorship of the Federal Government and the government of Newfoundland. This voyage provided opportunity for the public display of materials illustrating Canada's preoccupation with the protection of fisheries by international agreement on the law of the sea. Law-of-the-sea and circumpolar exhibits were shown in the United States and Europe to impress on selected audiences Canada's concern for the environment. Programs were specially organized to support the aims of the Prime Minister's visits to Latin America and to Japan, and the aims of other important ministerial visits.



## **U.S. Bicentennial**

Another special project was Canadian participation in the commemoration of the United States Bicentennial. The object was to show Canadian understanding and regard for American achievements, and to heighten American appreciation of the distinctive character of Canada's history, society, culture and national goals. To conform with American policy on the celebration, activities were planned on a regional or local basis rather than a national one. Canadian missions in the United States participated in events within the communities where they were located. Other Bicentennial projects ranged from grants and visiting professorships in support of Canadian studies at Yale and Johns Hopkins Universities to the production of a booklet on Canada and the American Revolution for use in selected U.S. secondary schools. Tours of Canadian art exhibits and entertainment projects featuring performers from across Canada and representing the nation's diversified ethnic makeup had the aim of illustrating to Americans both the similarities and differences of their Canadian neighbours. The photographic album *Between Friends/Entre Amis* was the focal-point of Canada's salute to the United States as a nation; over 13,000 copies were presented to prominent American individuals and to public institutions. The album also formed the basis for a photographic exhibit viewed by over 300,000 people in Chicago, New York and Atlanta. A series of parade-show salutes was staged in conjunction with events sponsored by the American Revolution Bicentennial Administration in Los Angeles, San Francisco and Philadelphia. Twin postage stamps honouring Benjamin Franklin as the first Postmaster-General of the British colonies in North America were unveiled in Philadelphia by the Postmasters-General of Canada and the United States.

## **International sports**

A program of international sports liaison has been designed to promote the interests of Canadian sports bodies in international arenas by liaison with, and assistance to, those bodies

and by co-operation with Canada's Ministry of State for Fitness and Amateur Sport. The Department assisted a number of Canadian teams in 1976 with their foreign travel arrangements and promoted sports exchanges with a number of countries. For example, it was involved in the visit of the University of Toronto hockey team to China under a Canada-PRC sports-exchange program.

## **Olympic Games**

In July 1972, an External Affairs officer, Mr. C. O. Roger Rousseau, was lent to the Montreal Organizing Committee for the 1976 Olympic Games (COJO) to serve as Commissioner-General for the Games and President of the Organizing Committee.

Because of its responsibility for Canada's foreign relations, and since it had establishments abroad, the Department was involved in the Olympics in a number of ways. Canadian missions distributed information about them as part of the general Canadian information program abroad. As the Games drew nearer, the scope and tempo of this program increased to meet the growing demand. Departmental co-operation with COJO included exhibitions in a number of key countries. Canadian heads of mission presented sets of Olympic coins to heads of state and other persons of international prominence. The attractions of the Olympic stamp program were widely promoted.

Arrangements were made, in co-operation with COJO and municipal and provincial authorities, to meet the heavy protocol obligations imposed by the attendance of distinguished foreigners at the Games. The thousands of visitors from abroad imposed heavy demands on consular and visa staff. Consultation and pre-planning with interested departments and agencies, as well as with COJO, made possible the smooth entry of the many foreign visitors who attended the Games and the many athletes who took part in them.

The Olympics caused an increase of nearly one-third in the telegraphic traffic of the Department of External Affairs and in the use of its facilities to ensure secure movement

of such items as Olympic identity-cards and the distribution after the Games of Olympic diplomas.

Political issues and related public-information problems arising out of the Games were dealt with by various bureaux within the Department. As the Games drew nearer, the work-load became so great that almost the whole Department was involved. Among the problems encountered were the question of the participation of Taiwan, the withdrawal of certain African and Caribbean teams, and political demonstrations and defections. In spite of these problems, the Games — the major international event in Canada during 1976 — achieved the success desired for these historic athletic competitions.

## **Press Office**

Day-to-day relations between the media of information and the Department are the responsibility of the Press Office, whose primary function is to help journalists in the Parliamentary Press Gallery and throughout the country report on Canadian foreign policy and current international developments.

The Press Office provides the Department's official view on foreign-policy questions, answers journalists' enquiries, arranges briefings and is responsible — in conjunction with the Minister's spokesman — for press relations with the Minister.

The Press Office helps Canadian journalists travelling abroad on reporting assignments or accompanying the Minister on visits or to attend international conferences. It also arranges press conferences and briefings for the Minister in Ottawa.

Press releases, speech texts and policy statements on international affairs are issued by the Press Office on behalf of the Department and the Minister.

## **World Exhibitions Program**

Canada concluded its participation in the International Ocean Exposition (Expo 75) Okinawa, Japan, with the celebration of Canada's National Day on January 14, carrying

through to the close of the exposition on January 18.

The continuation of the World Exhibitions Program is contingent upon the outcome of plans originating in the United States for an international universal exhibition in the Los Angeles area in 1981, and for an international special exhibition on energy in Knoxville, Tennessee, in 1982. Both events have been registered by the International Bureau of Exhibitions and invitations from the Government of the United States for Canada to participate in the exhibitions are expected during 1977.

# VI Resources: Personnel and Communications

## Protocol

The number of countries and agencies with resident diplomatic missions in Canada continued to grow in 1976. Three nations — Saudi Arabia, Guatemala and Vietnam — and the Commission of the European Communities established resident missions in Ottawa, bringing the total to 87. In addition, 42 states had non-resident accreditation, making a total of 129 missions accredited to Canada. There were also 323 offices of foreign governments — consular and other — throughout Canada.

The Department's Office of Protocol maintained contact with the missions, providing services and advice in accordance with Canada's obligations under international conventions and Canadian laws and regulations. Such matters as the protection of foreign embassy and consular personnel, ceremonial arrangements involving the diplomatic corps and Government hospitality offered to foreign visitors were the responsibility of the Office of Protocol. The Office was also responsible for overseeing the privileges and immunities of 544 diplomatic personnel and their families in Ottawa, 624 individuals and families attached to consulates, and foreign administrative and support staff and their families. It continued to help newly-arrived foreign personnel to understand Canadian customs and the Canadian laws and regulations they are obliged to observe, and to intervene to prevent misunderstandings between members of the diplomatic community and Canadian citizens from having an adverse effect on the work of foreign missions, while protecting the interests of Canadians.

The Office of Protocol's Visits and Conference Service, in co-operation with other government departments and agencies, co-ordinated or assisted with the arrangements for 123 visits to Canada. These included state or official visits by: the heads of state of Jordan, Senegal and Botswana; the heads of government of Belgium, Britain, Jamaica and Pakistan; and the ministers of foreign affairs of Benin, Ghana, Greece, Israel, Nigeria, Poland, Rwanda, Spain and Togo. The service

also made the logistic arrangements for official travel abroad by the Prime Minister and the Secretary of State for External Affairs.

The Special Olympics Co-ordination Unit, set up in 1975 as a separate entity under the Chief of Protocol, gave its attention to the diverse aspects of the Department's interests and role in the Olympics. The unit established close liaison with other departments and agencies and with the Organizing Committee for the 1976 Games, conducted basic research, and served generally as a co-ordination and resource centre. Considerable assistance was provided by the Department to the Olympics Organizing Committee — for example, in the provision of communications facilities with overseas members of the Olympic family. During the Games, the unit was represented in the Security Co-ordination Centre in Montreal. In addition to its increased responsibilities for security and accreditation, the Office of Protocol co-ordinated arrangements for a great number of private visits to the Olympics by distinguished foreign personages, including heads of state and of government, and facilitated the participation of resident foreign missions in events related to the Olympics, including the attendance of heads of mission at the opening and closing ceremonies of the Games.

## Personnel

In a department engaged in foreign service operations like External Affairs, the Bureau of Personnel has a special impact on the professional and personal lives of employees at all levels. It must respond to the challenges that arise from complex operations carried on both at home and in virtually every part of the world. It must respond, with frequency and sensitivity, to the diverse concerns that arise within a career foreign service. It is under constant pressure to innovate, because it is dealing with people scattered round the globe, people requiring training for long-term careers in a *rotational* foreign service — i.e., entailing service both at home and abroad, and thus moving with their families and belongings between Canada and many dozens of countries



of diverse climatic and medical, geographical, cultural and linguistic conditions.

In 1976, the number of External Affairs employees increased slightly owing to growing pressure upon those responsible for managing and co-ordinating the foreign operations of the Canadian Government. At the end of the year, the rotational component consisted of 786 officers and 1,375 "support staff", of whom 453 officers and 898 staff were serving abroad. Offices abroad engaged 2,283 local employees, whose services were available to the foreign operations of all federal departments and agencies. There were 1,070 non-rotational officers and others working at External Affairs headquarters in Ottawa.

During 1976, numerous courses were organized for employees on new assignment at home and abroad. A pre-posting training course prepared rotational employees for work abroad, and monthly orientation programs helped recruits adapt to a new work environment in Ottawa. A new pre-posting briefing centre offered a variety of information materials about life abroad and ran a number of workshops on matters such as health, safety and intercultural relations. Instruction was provided in 25 foreign languages, from Arabic to Urdu. Courses in management and supervision were also provided for employees at all levels.

Advanced language programs in French and English were initiated to help employees in Canada and abroad improve their ability to work in and serve the public in both official languages.

The Department continued during 1976 to ensure that all its employees received fair and equitable treatment under the terms of the Foreign Service Directives and the other terms and conditions of employment that affect employees in Ottawa and abroad. Of particular importance to employee-employer relations was the Bureau's role in the administration of the 26 collective agreements between the Department and its employees and in the effective operation of the External Affairs Joint Council, a labour-management committee estab-

lished in 1975 to consult on matters relating to all aspects of employment in the Department.

## Budget

The Department's approved budget for the fiscal year ending March 31, 1977, of \$241.5 million consisted of operating and capital expenditures and grants, contributions and transfer payments to national and international organizations. The sum of \$160 million was requested for operating expenditures to enable the Department to carry out its responsibilities for the management and co-ordination of foreign operations. Included in this category were expenditures for salaries, wages and personnel costs for departmental and post employees (\$90.8 million), rental of properties abroad (\$18.3 million), and a variety of costs associated with the conduct of foreign relations. Travel and communications represented a large portion of the Department's non-salary operating expenses. To provide efficient communications, including courier services between headquarters and posts abroad, \$8.7 million was needed. The costs of moving departmental personnel to and from posts abroad, both on routine duty and in travelling with dependants, amounted to \$14.9 million.

The capital budget of the Department consisted of \$11.2 million for the regular replacement of equipment, vehicles and furniture and \$17.8 million for the acquisition or construction of property. The latter sum was intended to permit the Department to effect long-term savings through the planned acquisition of property abroad for chanceries, official residences and staff accommodation.

A large part of the total of \$46.9 million identified as *grants, contribution and other transfer payments* consisted of payments resulting from Canada's membership in a number of international organizations. The sum of \$26.0 million was required to meet the mandatory costs of Canadian membership in the United Nations and its Specialized Agencies, and included \$4.2 million as Canada's assessed share of the expenses of the United Nations Emergency Force in the Middle East.

Grants and contributions were also paid to such organizations as the North Atlantic Treaty Organization (\$2.5 million), the Organization for Economic Co-operation and Development (\$2.5 million), the Agency for Cultural and Technical Co-operation (\$3.2 million), the Pearson College of the Pacific (\$0.8 million), and the Pan-American Health Organization (\$1.7 million). The sum of \$1.2 million was paid by the Department to local authorities in Canada in lieu of taxes on diplomatic and consular property; comparable Canadian Government property abroad is also untaxed.

## Embassies

### A) Resident

*(Canadian representative resident in country)*

Country	City
Algeria	Algiers
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
Brazil	Brasilia
Cameroon	Yaoundé
Chile	Santiago
China,	Peking
People's Republic of,	
Colombia	Bogota
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
Denmark	Copenhagen
Egypt,	Cairo
Arab Republic of,	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
Germany,	Bonn
Federal Republic of,	
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
Holy See	Rome
Hungary	Budapest
Indonesia	Jakarta
Iran	Tehran
Iraq	Baghdad
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
Korea	Seoul
Lebanon <sup>1</sup>	Beirut
Mexico	Mexico City
Morocco	Rabat
Netherlands	The Hague
Norway	Oslo
Pakistan	Islamabad
Peru	Lima
Philippines	Manila
Poland	Warsaw
Portugal	Lisbon
Romania	Bucharest
Saudi Arabia	Jeddah
Senegal	Dakar
South Africa	Pretoria
Spain	Madrid
Sweden	Stockholm
Switzerland	Berne
Thailand	Bangkok
Tunisia	Tunis
Turkey	Ankara
Union of Soviet	
Socialist Republics	Moscow
United States of America	Washington
Venezuela	Caracas

Yugoslavia  
Zaire, Republic of,

Belgrade  
Kinshasa

## B) Non-resident

*(Canadian representative resides at the  
Canadian mission shown in brackets)*

### Country

Afghanistan (Pakistan)  
Bahrein (Iran)  
Benin, People's Republic of, (Ghana)  
Bolivia (Peru)  
Bulgaria (Yugoslavia)  
Burma (Thailand)  
Burundi (Zaire)  
Cape Verde Islands (Senegal)  
Central African Republic (Cameroon)  
Chad (Cameroon)  
Congo, People's Republic of the, (Zaire)  
Dominican Republic (Venezuela)  
Ecuador (Colombia)  
El Salvador (Costa Rica)  
Gabon (Cameroon)  
Guinea (Senegal)  
Guinea-Bissau (Senegal)  
Honduras (Costa Rica)  
Iceland (Norway)  
Jordan (Lebanon)  
Kuwait (Iran)  
Laos (Thailand)  
Liberia (Ghana)  
Libya (Arab Republic of Egypt)  
Luxembourg (Belgium)  
Madagascar (Ethiopia)  
Mali (Ivory Coast)<sup>2</sup>  
Mauritania (Senegal)  
Mongolia (Union of Soviet Socialist Republics)  
Nepal (India)  
Nicaragua (Costa Rica)  
Niger (Ivory Coast)<sup>3</sup>  
Oman (Iran)  
Panama (Costa Rica)  
Paraguay (Argentina)  
Qatar (Iran)  
Rwanda (Zaire)  
Somalia, Democratic Republic of, (Tanzania)  
Sudan (Arab Republic of Egypt)  
Surinam, Republic of, (Guyana)  
Syrian Arab Republic (Lebanon)  
Togo (Ghana)  
Union of Arab Emirates (Iran)  
Upper Volta (Ivory Coast)<sup>4</sup>  
Uruguay (Argentina)  
Vietnam, Socialist Republic of,  
(People's Republic of China)

## High Commissions

### A) Resident

*(Canadian representative resident in country)*

Country	City
Australia	Canberra
Bangladesh	Dacca
Barbados	Bridgetown
Britain	London
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica	Kingston
Kenya	Nairobi
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Singapore	Singapore
Sri Lanka	Colombo
Tanzania, United Republic of,	Dar-es-Salaam
Trinidad and Tobago	Port of Spain
Zambia	Lusaka

### B) Non-resident

*(Canadian representative resides at the  
Canadian mission shown in brackets)*

Bahamas (Jamaica)  
Botswana (South Africa)  
Cyprus (Israel)  
Fiji (Australia)  
Gambia (Senegal)  
Grenada (Barbados)  
Lesotho (South Africa)  
Malawi (Zambia)  
Malta (Italy)  
Mauritius (Tanzania)  
Papua New Guinea (Australia)  
Seychelles (Bangladesh)  
Sierra Leone (Nigeria)  
Swaziland (South Africa)  
Tonga (New Zealand)  
Uganda (Kenya)  
Western Samoa (New Zealand)

## Permanent delegations to international organizations

Organization	City
European Communities (Atomic Energy, Coal and Steel, Economic)	Brussels
Food and Agriculture Organization	Rome
International Atomic Energy Agency	Vienna
North Atlantic Council	Brussels



Organization for Economic Co-operation and Development	Paris	Germany	Stuttgart
United Nations	New York	Macao <sup>6</sup>	
United Nations (Geneva Office and Conference on Committee for Disarmament)	Geneva	San Marino <sup>7</sup>	Cape Town
United Nations Educational, Scientific and Cultural Organization	Paris	South Africa	Buffalo
United Nations Environment Program	Nairobi	United States of America	Cleveland
United Nations Industrial Development Organization	Vienna		Dallas
Organization of American States (Observer Mission)	Washington		Detroit
			Minneapolis
			Philadelphia
			San Juan
			(Territory of Puerto Rico)

## Consulates General

Country	City
Australia	Melbourne
	Sydney
France	Bordeaux
	Marseilles
	Strasbourg
Germany	Düsseldorf
	Hamburg
Iceland	Reykjavik
	(Honorary Consul)
Italy	Milan
Mexico	Acapulco
	(Honorary Consul)
	Guadalajara
	(Honorary Consul)
Monaco <sup>5</sup>	
South Africa	Johannesburg
Spain	Malaga
	(Honorary Consul)
United States of America	Atlanta
	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

## Consulates

Country	City
Britain	Belfast
	Birmingham
	Glasgow
	Manchester
Brazil	Rio de Janeiro
	Sao Paulo

## Delegations to international conferences

Conference	City
Mutual and Balanced Force Reduction Talks	Vienna
Multilateral trade negotiations	Geneva

## Military mission and consulate

Country	City
Germany	Berlin

## Commission

Country	City
Belize <sup>8</sup>	
Bermuda <sup>9</sup>	
Hong Kong	Hong Kong
West Indies Associated States and Montserrat <sup>10</sup>	

- 1) The Canadian Embassy in Lebanon was temporarily resident in Aman, Jordan, effective April 1, 1976.
- 2) Officer resident in Bamako (Office of the Canadian Embassy to Mali).
- 3) Officer resident in Niger (Office of the Embassy to Niger).
- 4) Officer resident in Ouagadougou (Office of the Embassy to Upper Volta).
- 5) Care of Canadian Consulate General, Marseilles, France.
- 6) Care of Canadian Commission, Hong Kong.
- 7) Care of Canadian Embassy, Rome, Italy.
- 8) Care of Canadian High Commission, Kingston, Jamaica.
- 9) Care of Canadian Consulate General, New York, U.S.A.
- 10) Care of Canadian High Commission, Bridgetown, Barbados.

## Handling of information

The increasing communications requirements of this and other government departments under conditions of severe financial restraint put available resources under great pressure. To maintain rapid and efficient telecommunications services in the face of such difficulties, the program to up-date obsolete equipment throughout the world-wide network was intensified. Its full implementation over the next two years will result in significant savings.

At departmental headquarters, the installation of a digital message-switch was an immediate success, as its ability to handle the peak Olympic Games traffic during the normal summer reduction of staff strikingly demonstrated. Consequently studies were initiated for the purpose of expanding the switch's capacity to take advantage of a new tariff structure for circuits leased abroad. The object of all these changes was to reduce costly relay work abroad by establishing more direct communications between posts and Ottawa. New automated "input-output" devices for the switch are also being examined with a view to greater efficiency and economy. In the teleprinter and cryptographic areas, the development of interfaces and terminals proceeded in the expectation of early "first deliveries" under the re-equipment program started in 1975. Radio-teletype was introduced at two posts and, while a number of problems have reduced its usefulness at this early stage, the basic merit of radio for use in certain cases — particularly where commercial-circuit costs are high — has been clearly demonstrated.

The first steps were taken to implement the information-storage and -retrieval system for which approval in principle had been given in 1975. The key elements of the system include the decentralization of the records-management function, the introduction of computer facilities to index the full flow of material on foreign policy, and the conversion of the closed volumes of the Department's files to microfiche. Computerized indexing will ensure that all documents on a given subject are

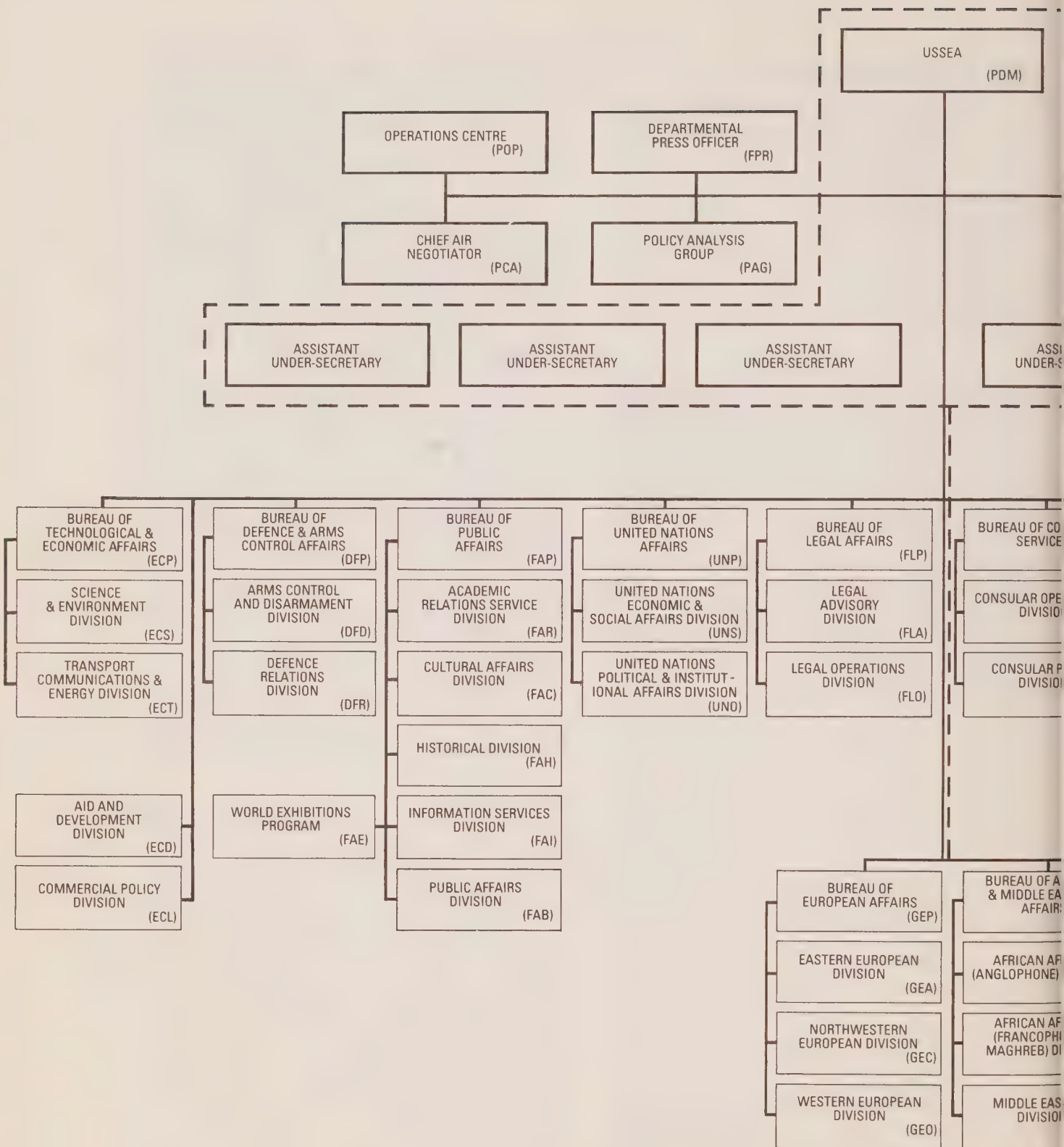
quickly identified, while decentralization of the records service, combined with the use of microfiche, will ensure that all bureaux have rapid access to the information contained in the Department's files.

A description of the operation of the system, with its general specifications, accompanied the invitations to tender for the computer component of the system. While this part of the project was under way, a small team was assembled to draw up the glossary that would provide the essential basis for "on-line" computerized indexing.

While the information-systems program was being developed, a number of complementary changes were being introduced in the Records Management Division. Mail operations were strengthened and co-ordinated more closely with the diplomatic courier service. A micrographic unit was set up to microfilm and duplicate departmental records and many other basic documents. To economize on manpower, a special high-speed microfiche camera was installed, which will probably increase savings and convenience in many areas. The first steps were taken to set up a separate section, which would be associated with the micrographic unit, to prepare some 30,000 subject files for conversion to microfiche.

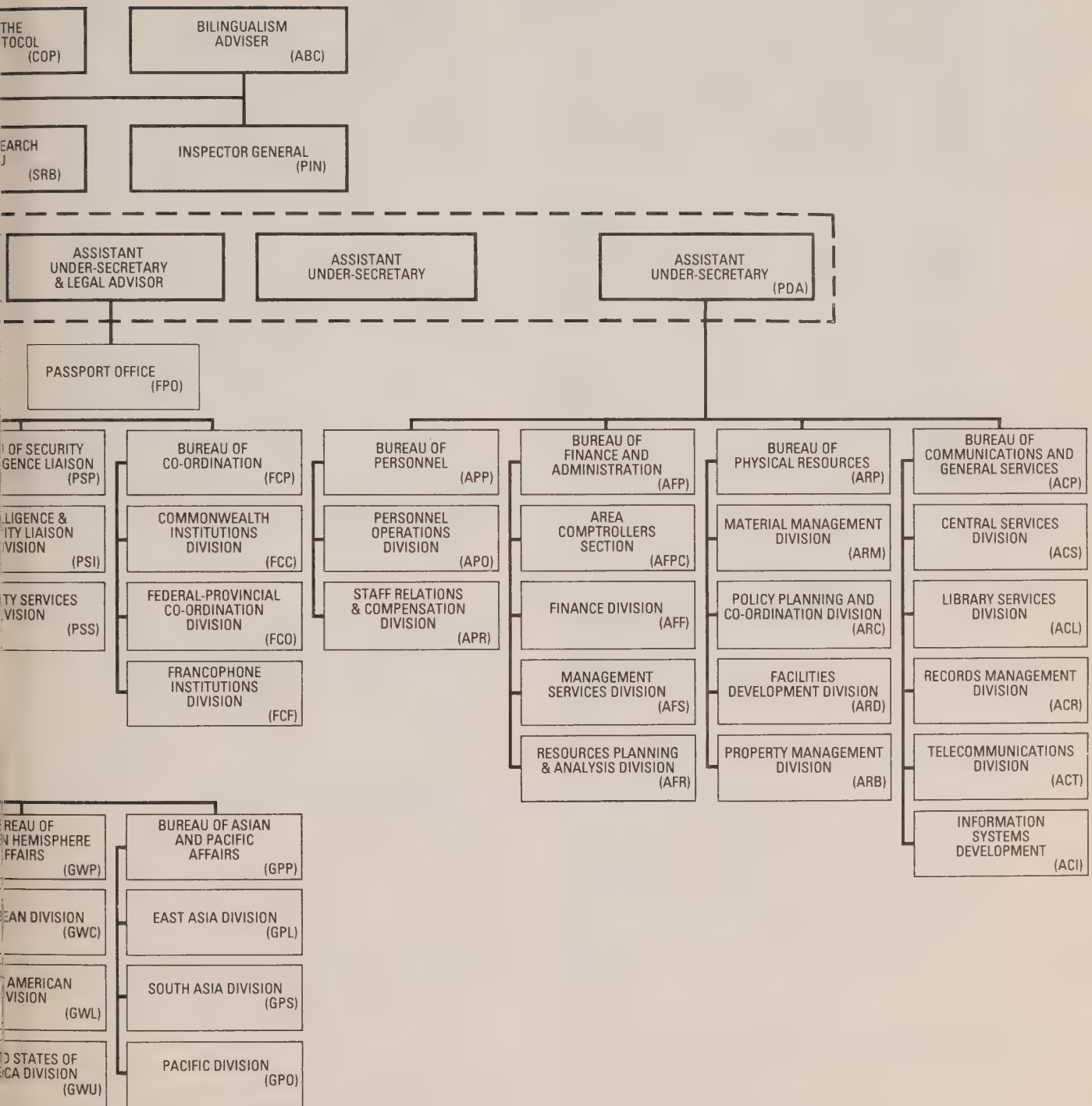
## Library

December 31, 1976, brought to a close the Library's third year in the Lester B. Pearson Building, and provided a vantage-point from which to review the progress made since the Library had moved into its permanent quarters. During its earlier days, the Library, which was itself housed in totally inadequate space, had constantly to face the nearly impossible task of serving a fragmented department distributed throughout 13 buildings. The planning that was so carefully done for the best use of an attractive location in the new building has had excellent results, and a much-improved service is now available to the Department, both at its headquarters in Ottawa and at its posts abroad. A sound foundation has been laid for the development





## DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION CHART



of a fully modern Library that can respond effectively to the increasing demand for specialized support of numerous departmental activities.

In this propitious setting, the Library continued during 1976 to take advantage of computerized cataloguing methods in co-operation with university libraries in Ontario and Quebec and the Co-operative Documents Cataloguing System. Subscription services and other services to post libraries have been improved by the use of an automated control system. In co-operation with the micrographic unit, the External Affairs Library is beginning to establish one of the larger micrographic collections in Canada of United Nations documents and those of other intergovernmental organizations and some national governments. The documents so reproduced will be made available to institutions throughout the country.

# VII International Agreements to which Canada is a party: Developments during 1976

The *Canada Treaty Register* shows that during 1976 Canada signed 49 bilateral agreements. During the year ten bilateral agreements were ratified and three came into force by exchanges of notes. In the same period, action was taken in connection with 25 multilateral agreements.

Among the bilateral agreements signed or ratified during 1976 have been 11 treaties concerned with double taxation, two concerned with extradition, eight with fisheries and six with foreign-investment insurance.

On the multilateral side, Canada's accession to the 1966 Covenant on Civil and Political Rights, the Covenant on Economic, Social and Cultural Rights, and the Optional Protocol to the International Covenant on Civil and Political Rights is of major importance.

## I Bilateral Agreements

### Algeria

Long-Term Commercial Wheat Agreement between the Government of Canada and the Government of the Democratic and Popular Republic of Algeria

Algiers, May 27, 1976

In force May 27, 1976

### Argentina

Agreement between the Government of Canada and the Government of the Argentine Republic for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes

Buenos Aires, January 30, 1976

In force January 30, 1976

### Australia

Exchange of Notes between the Government of Canada and the Government of Australia concerning the Use of the Australian Woomera Range for Launching a Canadian Sounding Rocket for Scientific Investigation

Canberra, August 26 and 27, 1976

In force August 27, 1976

### Austria

Convention between the Government of Canada and the Government of Austria for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income and on Capital

Vienna, December 9, 1976

### Barbados

Exchange of Notes between the Government of Canada and the Government of Barbados extending the Interim Air Transport Agreement of November 20, 1974, as extended

Bridgetown, November 9, 1976

In force November 9, 1976

With effect from April 1, 1976

### Belgium

Convention between the Government of Canada and the Government of Belgium for Avoidance of Double Taxation and the Settlement of other Matters with Respect to Taxes on Income

Ottawa, May 29, 1975

Instruments of Ratification exchanged

July 28, 1976

In force August 12, 1976

### Belize

Exchange of Notes between the Government of Canada and the Government of Belize constituting an Agreement relating to Canadian Investments in Belize insured by the Canadian Government through its Agent the Export Development Corporation

Belize, February 17, 1976

In force February 17, 1976

### Brazil

Technical Co-operation Agreement between the Government of Canada and the Government of the Federative Republic of Brazil

Brasilia, April 2, 1975

Instruments of Ratification exchanged

January 6, 1976

In force January 6, 1976

### China, People's Republic of

Exchange of Notes between the Government of Canada and the Government of the People's Republic of China extending for three years the Trade Agreement of October 13, 1973

Ottawa, October 13, 1976

In force October 13, 1976

With effect from July 13, 1976

### Cuba, Republic of

Air Transport Agreement between the Government of Canada and the Revolutionary Government of the Republic of Cuba

Ottawa, September 26, 1975

In force provisionally September 26, 1975

In force definitively August 5, 1976

### Dominican Republic

Convention between the Government of Canada and the Government of the Dominican Republic for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital

Ottawa, August 6, 1976

### European Communities

Protocol concerning Commercial and Economic Co-operation between Canada and the European Coal and Steel Community (ECSC)

Brussels, July 26, 1976

Framework Agreement for Commercial and Economic Co-operation between Canada and the European Communities



Ottawa, July 6, 1976  
In force October 1, 1976

## **Fiji**

Exchange of Notes between the Government of Canada and the Government of Fiji constituting an Agreement relating to Canadian Investment in Fiji insured by the Government of Canada through its Agent the Export Development Corporation  
Canberra and Suva, February 25 and  
March 29, 1976  
In force March 29, 1976

## **Finland**

Agreement between the Government of Canada and the Government of the Republic of Finland concerning the Uses of Nuclear Material, Equipment Facilities and Information transferred between Canada and Finland  
Helsinki, March 5, 1976  
Instruments of Ratification exchanged  
July 16, 1976  
In force August 15, 1976

## **France**

Agreement between Canada and France for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income  
Paris, March 16, 1951  
In force January 1, 1952  
Terminated July 29, 1976  
Convention between the Government of Canada and the Government of the French Republic for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital  
Paris, May 2, 1975  
In force July 29, 1976  
Air Transport Agreement between the Government of Canada and the Government of France  
Paris, June 15, 1976  
Provisionally in force June 15, 1976

## **Gambia**

Exchange of Notes between the Government of Canada and the Government of Gambia constituting an Agreement relating to Canadian Investments in Gambia insured by the Government of Canada through its Agent the Export Development Corporation  
Dakar, Senegal, and Banjul, Gambia,  
May 24, 1976  
In force May 24, 1976

## **Germany, Federal Republic of**

Agreement between the Government of Canada and the Government of the Federal Republic of Germany for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and certain Other Taxes  
Bonn, January 22, 1976  
Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany amending the Agreement concerning the

Training of *Bundeswehr* Units in Canada (CFB Shilo) of January 23, 1973  
Ottawa, February 27 and April 23, 1976  
In force April 23, 1976

## **Ghana**

Exchange of Notes between the Government of Canada and the Government of the Republic of Ghana constituting an Agreement relating to Canadian Investments in Ghana insured by the Government of Canada through its Agent the Export Development Corporation  
Accra, April 2 and June 10, 1976  
In force June 10, 1976

## **Guatemala**

General Technical Co-operation Agreement between the Government of Canada and the Government of the Republic of Guatemala  
Guatemala City, February 16, 1976  
In force October 26, 1976

## **Guinea**

Exchange of Notes between the Government of Canada and the Government of the Republic of Guinea relating to Canadian Investments in Guinea insured by the Canadian Government through its Agent the Export Development Corporation  
Dakar and Conakry, March 29 and April 1, 1976  
In force April 1, 1976

## **Israel**

Convention between Canada and the State of Israel for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and Capital  
Ottawa, July 21, 1975  
Instruments of Ratification exchanged July 27, 1976  
In force July 27, 1976  
Exchange of Notes between the Government of Canada and the Government of Israel amending the Schedule of Routes annexed to the Agreement on Commercial Scheduled Air Services of February 10, 1971  
Ottawa, December 10, 1976  
In force December 10, 1976

## **Japan**

Exchange of Notes between the Government of Canada and the Government of Japan constituting an Agreement concerning Textile Restraints  
Ottawa, July 28, 1976  
In force July 28, 1976  
Cultural Agreement between the Government of Canada and the Government of Japan  
Tokyo, October 26, 1976

## **Korea**

Agreement between the Government of Canada and the Government of the Republic of Korea for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes  
Seoul, January 26, 1976  
In force January 26, 1976

## **Liberia**

Convention for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income and on Capital

Ottawa, November 30, 1976

## **Malaysia**

Agreement between the Government of Canada and the Government of Malaysia for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income

Ottawa, October 15, 1976

## **Mexico**

Cultural Agreement between the Government of Canada and the Government of Mexico

Mexico, January 25, 1976

## **Norway**

Agreement between the Government of Canada and the Government of Norway on their Mutual Fishing Relations

Ottawa, December 2, 1975

Instruments of Ratification exchanged

May 11, 1976

In force May 11, 1976

## **Pakistan**

Exchange of Notes between the Government of Canada and the Government of the Islamic Republic of Pakistan relating to Canadian Investments in Pakistan insured by the Government of Canada through its Agent the Export Development Corporation

Ottawa, February 24, 1976

In force February 24, 1976

Convention between the Government of Canada and the Government of the Islamic Republic of Pakistan for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income

Ottawa, February 24, 1976

## **Philippines**

Convention between Canada and the Philippines for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income

Manila, March 11, 1976

## **Poland**

Exchange of Notes between the Government of Canada and the Government of the People's Republic of Poland constituting an Agreement on Interim Measures concerning Polish Fishing Activities off the Canadian Pacific Coast

Ottawa, March 24, 1976

In force March 24, 1976

Air Transport Agreement between the Government of Canada and the Government of the Polish People's Republic

Ottawa, May 14, 1976

In force provisionally May 14, 1976

Exchange of Notes between the Government of Canada and the Government of the Polish People's Re-

public constituting an Agreement relating to Articles IX, XI, XIII and XV of the Air Transport Agreement of May 14, 1976

Ottawa, May 14, 1976

In force provisionally May 14, 1976

Agreement between the Government of Canada and the Government of the Polish People's Republic on Mutual Fisheries Relations

Ottawa, May 14, 1976

In force May 14, 1976

Long-Term Grain Agreement between the Government of Canada and the Government of the People's Republic of Poland

Ottawa, November 24, 1976

## **Portugal**

Agreement between the Government of Canada and the Government of Portugal on their Mutual Fishery Relations

Ottawa, July 29, 1976

## **Singapore**

Convention between the Government of Canada and the Government of Singapore for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income

Singapore, March 6, 1976

## **Spain**

Agreement between the Government of Canada and the Government of Spain for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes

Madrid, July 7, 1975

Instruments of Ratification exchanged

April 21, 1976

In force April 21, 1976

Agreement between the Government of Canada and the Government of Spain on their Mutual Fisheries Relations

Madrid, June 10, 1976

In force June 10, 1976

Convention between the Government of Canada and the Government of Spain for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital

Ottawa, November 23, 1976

## **Sweden**

Extradition Treaty between the Government of Canada and the Government of Sweden

Stockholm, February 25, 1976

Instruments of Ratification exchanged

June 25, 1976

In force June 25, 1976

## **Switzerland**

Air Transport Agreement between the Government of Canada and the Government of the Swiss Confederation

Ottawa, February 20, 1975

In force provisionally February 20, 1975

In force definitively March 12, 1976

Convention between Canada and Switzerland for the

Avoidance of Double Taxation with Respect to Taxes on Income and on Capital

Berne, August 20, 1976

## **U.S.A.**

Exchange of Notes between Canada and the U.S.A. to provide for the Continued Operation and Maintenance of the Torpedo Test Range in the Strait of Georgia including the Installation and Utilization of an Advanced Underwater Acoustic Measurement System at Jervis Inlet

Ottawa, January 13 and April 14, 1976

In force April 14, 1976

Treaty on Extradition between Canada and the United States of America signed at Washington December 3, 1971, Amended by an Exchange of Notes signed at Washington June 28 and July 9, 1976

Instruments of Ratification exchanged at

Ottawa March 22, 1976

In force March 22, 1976

Exchange of Notes between Canada and the United States of America extending and amending the Agreement concerning a Joint Program in the Field of Experimental Remote Sensing from Satellites and Aircraft (ERTS) of May 14, 1971

Washington, March 19 and 22, 1976

In force March 22, 1976

With effect from May 14, 1975

Exchange of Notes between Canada and the United States of America extending until April 24, 1977, the Agreement on Reciprocal Fishing Privileges in certain Areas off their Coasts signed June 15, 1973, as extended

Ottawa, April 14 and 22, 1976

In force April 22, 1976

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an Agreement concerning the Development and Procurement of a Space Shuttle Attached Remote Manipulator System

Washington, June 23, 1976

In force June 23, 1976

Exchange of Notes between the Government of Canada and the Government of the United States of America to extend the 1973 Agreement concerning the use of Facilities at the Goose Bay Airport by the United States of America

Ottawa, June 28 and 29, 1976

In force July 1, 1976

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an Agreement concerning the Continued Use of the Churchill Research Range

Ottawa, July 30, 1976

In force July 30, 1976

With effect from July 1, 1976

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning Arrangements for the Continuing Use of Facilities at the Goose Bay Airport by the U.S. Armed Forces after September 30, 1976

Washington, November 24, 1976

In force November 24, 1976

With effect from October 1, 1976

## **U.S.S.R.**

Exchange of Notes between the Government of Canada and the Government of the Union of Soviet Socialist Republics extending the Agreement on Co-operation in Fisheries of January 22, 1971, as amended and extended and the Agreement on Provisional Rules of Navigation and Fisheries Safety of January 22, 1971, as extended

Ottawa, February 9, 1976

In force February 9, 1976

Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics on their Mutual Fisheries Relations

Moscow, May 19, 1976

In force May 19, 1976

Protocol to further extend the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed at Ottawa on February 29, 1956

Ottawa, July 14, 1976

In force provisionally July 14, 1976

With effect from April 18, 1976

Long-Term Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics to facilitate Economic, Industrial, Scientific and Technical Co-operation

Ottawa, July 14, 1976

In force July 14, 1976



## II Multilateral Agreements

Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface

Done at Rome, October 7, 1952

Signed by Canada May 26, 1954

Canada's Instrument of Ratification deposited

January 16, 1956

In force for Canada February 4, 1958

Canada's Notice of Denunciation deposited with

ICAO June 29, 1976, effective December 29, 1976

International Covenant on Economic, Social and Cultural Rights

Done at New York, December 19, 1966

In force January 3, 1976

Canada's Instrument of Accession deposited

May 19, 1976

In force for Canada August 19, 1976

International Covenant on Civil and Political Rights

Done at New York, December 19, 1966

In force March 23, 1976

Canada's Instrument of Accession deposited

May 19, 1976

In force for Canada August 19, 1976

Optional Protocol to the International Covenant on Civil and Political Rights

Done at New York, December 19, 1966

In force March 23, 1976

Canada's Instrument of Accession deposited

May 19, 1976

In force for Canada August 19, 1976

Protocol Amending the Single Convention on Narcotic Drugs, 1961

Done at Geneva, March 25, 1972

In force August 8, 1975

Canada's Instrument of Acceptance deposited

August 5, 1976

In force for Canada September 4, 1976

Convention concerning the Protection of the World Cultural and Natural Heritage

Adopted at Paris, November 16, 1972

In force December 17, 1975

Canada's Instrument of Acceptance deposited

July 23, 1976

In force for Canada October 23, 1976

Customs Convention on Containers

Done at Geneva, December 2, 1972

Signed by Canada December 5, 1972

Canada's Instrument of Ratification deposited

December 10, 1975

Date of entry into force for Canada June 10, 1976

International Convention on the Simplification and Harmonization of Customs Procedures

Done at Kyoto, Japan, May 18, 1973

By letter to the Secretary-General of the CCC dated, February 12, 1976

Canada accepted the Annex concerning Customs

Transit, without reservation, and the Annex

concerning Clearance for Home Use with reser-

vations concerning recommended practices 16,

20, 25 and 55

Convention on the Prevention and Punishment of

Crimes against Internationally Protected Persons, including Diplomatic Agents

Done at New York, December 14, 1973

Signed by Canada, June 26, 1974

Canada's Instrument of Ratification deposited

August 4, 1976

Second Additional Protocol to the Constitution of the Universal Postal Union

Done at Lausanne, July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Ratification deposited

September 8, 1975

In force for Canada January 1, 1976

General Regulations of the Universal Postal Union and Final Protocol: Annex Rules of Procedure for Congresses

Done at Lausanne, July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Approval deposited

September 8, 1975

In force for Canada January 1, 1976

Universal Postal Convention with Final Protocol and Detailed Regulations

Done at Lausanne, July 5, 1974

Signed by Canada July 5, 1974

Canada's Instrument of Approval deposited

September 8, 1975

In force for Canada January 1, 1976

Convention on Registration of Objects Launched into Outer Space

Done at New York, January 14, 1975

Signed by Canada, February 14, 1975

Canada's Instrument of Ratification deposited

August 4, 1976

In force for Canada September 15, 1976

Agreement establishing a Financial Support Fund of the Organization for Economic Co-operation and Development

Done at Paris, April 9, 1975

Signed by Canada April 9, 1975

Canada's Instrument of Acceptance deposited

February 23, 1976

Agreement between the Government of Canada and the Governments of Dahomey, Mali, Niger, Senegal and Upper Volta relating to a Section of the Pan-African Telecommunications Network

Done at Ottawa, May 14, 1975

In force January 1, 1976

Fifth International Tin Agreement (with Annexes)

Done at New York, July 1, 1975

Signed by Canada April 29, 1976

Canada's Instrument of Ratification deposited

June 30, 1976

Provisionally in force July 1, 1976

International Cocoa Agreement, 1975

Done at New York, November 10, 1975

Signed by Canada July 30, 1976

Canada's Instrument of Ratification deposited

September 17, 1976

In force provisionally October 1, 1976

Protocol for the Third Extension of the Wheat Trade Convention of 1971

- Done at Washington, March 17, 1976  
 Signed by Canada April 7, 1976  
 Canada's Instrument of Ratification deposited  
 April 16, 1976  
 In force June 19, 1976, with Respect to all  
 Provisions of the Convention other than Articles  
 3 to 9 inclusive and Article 21, and July 1, 1976,  
 with Respect to Articles 3 to 9 inclusive, and  
 Article 21 of the Convention
- Protocol for the Third Extension of the Food Aid  
 Convention of 1971  
 Done at Washington, March 17, 1976  
 Signed by Canada April 7, 1976  
 Canada's Instrument of Ratification deposited  
 June 16, 1976  
 In force June 19, 1976, with respect to all provisions  
 other than Article II of the Convention and  
 Article III of the Protocol and July 1, 1976,  
 with respect to Article II of the Convention and  
 Article III of the Protocol
- Convention of the Postal Union of the Americas and  
 Spain  
 Done at Lima, March 18, 1976  
 Signed by Canada March 18, 1976  
 In force for Canada October 1, 1976  
 Canada's Instrument of Approval deposited  
 November 17, 1976
- Additional Protocol to the Constitution of the Postal  
 Union of the Americas and Spain  
 Done at Lima, March 18, 1976  
 Signed by Canada March 18, 1976  
 In force for Canada October 1, 1976  
 Canada's Instrument of Ratification deposited  
 November 17, 1976
- Parcel Post Agreement of the Postal Union of the  
 Americas and Spain  
 Done at Lima, March 18, 1976  
 Signed by Canada March 18, 1976  
 In force for Canada October 1, 1976  
 Canada's Instrument of Approval deposited  
 November 17, 1976
- General Regulations  
 Regulations of the Transfer Office  
 Regulations governing the International Office of the  
 Postal Union of the Americas and Spain  
 Done at Lima, March 18, 1976  
 Signed by Canada March 18, 1976  
 In force for Canada October 1, 1976  
 Canada's Instrument of Approval deposited  
 November 17, 1976
- 1976 Protocol to Amend the Interim Convention on  
 Conservation of North Pacific Fur Seals of February  
 9, 1957  
 Done at Washington, May 7, 1976  
 Signed by Canada May 7, 1976  
 Canada's Instrument of Ratification deposited  
 October 6, 1976  
 In force for Canada October 12, 1976
- International Coffee Agreement, 1976  
 Done at New York, July 30, 1976  
 Signed by Canada, July 30, 1976  
 Canada's Instrument of Ratification deposited  
 September 17, 1976
- In force provisionally October 1, 1976  
 Amendment to the International Convention on Load  
 Lines, 1966  
 Adopted at London November 12, 1975  
 Canada's Letter of Acceptance deposited  
 October 14, 1976
- International Sugar Agreement, 1973  
 Done at Geneva October 13, 1973  
 Signed by Canada December 14, 1973  
 Canada's Instrument of Ratification deposited  
 December 28, 1973  
 In force for Canada January 1, 1974  
 Canada's Letter of Acceptance of Further  
 Extension of this Agreement until December 31,  
 1977, deposited December 15, 1976











External Affairs  
Canada

Affaires extérieures  
Canada



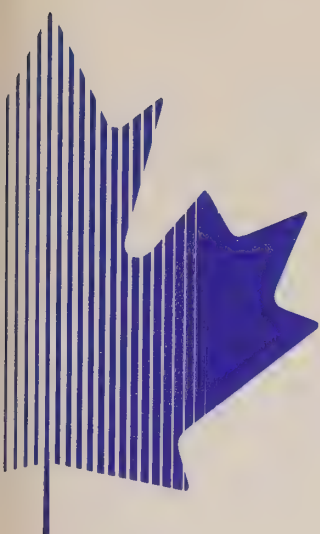
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# Department of External Affairs

**Annual  
Review  
1977**





# Department of External Affairs



## Annual Review 1977



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The Honourable Don Jamieson

Secretary of State  
for External Affairs

I have the honour to submit for your consideration the Annual Review of the Department. In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1977.

A handwritten signature in dark ink, appearing to read "A. E. Gething". The signature is fluid and cursive, with the first letters of each word being capitalized and prominent.

Under-Secretary of State  
for External Affairs

Ottawa, 1978





# Contents

## 1977: Canada and the Global Challenge

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# **1977: Canada and the Global Challenge**



The international system responded with considerable strength and resilience to the strains placed upon it during the year 1977. Regional conflicts were largely contained, nuclear proliferation was prevented through international co-operation, new attention was focused on fundamental questions of human rights, and some results were achieved on important global economic problems. A structure of interdependence could be discerned, uncertain and vulnerable, that gave some promise of coping with complex future demands. New multilateral instruments were tested, while traditional institutions assumed fresh tasks. Dramatic initiatives were taken on seemingly intractable problems in the Middle East and Southern Africa.

But not all trends were encouraging. East-West and North-South tensions remained unresolved and new local conflicts appeared in Africa and Asia, sometimes engaging outside powers to a disturbing degree. Although the armed peace survived another year, tensions between the super-powers in the military and strategic spheres continued, with unfortunate effects on the international climate for the handling of a wide range of issues. Significant progress on disarmament still appeared difficult to achieve. Hopes for full consensus in critical areas of international economic relations were disappointed. The industrialized countries continued to experience "stagflation" and other economic difficulties, while the developing countries expressed justifiable dissatisfaction with the international economic order.

In retrospect, the balance-sheet for 1977 might be considered roughly even, with future opportunities and potential constraints perhaps more sharply defined than before. Management of interdependence emerged as the fundamental issue on the global agenda for ensuing years.

In this international context, Canada strove throughout 1977 to surmount global difficulties and pursue national interests and ideals within the world community. Canada's international impact at the highest level was evident at the London "economic summit", the

Commonwealth heads-of-government meeting and the NATO "summit", as well as in its membership in the United Nations Security Council and its co-chairmanship of the Conference on International Economic Co-operation (CIEC). Visits abroad by the Prime Minister, the Secretary of State for External Affairs and other ministers strengthened Canada's bilateral ties with a number of countries. While its means and resources for influencing events and issues abroad are limited, a review of some of Canada's most active areas of interest during 1977 emphasizes this country's continuing commitment to a peaceful and prosperous international community.

## International economic relations

The economic problems that have troubled the world system over the past few years strengthened the need for co-ordination of economic policy at the political and technical levels among the major industrialized countries. Canada was an active member of the "summit" group (with Britain, France, Germany, Italy, Japan and the U.S.A.), of the OECD, and of other key organizations designed to integrate and promote economic development of the West and the world community. Serious problems, including global growth with reduction of inflation, energy, trade, international monetary arrangements and relations between industrial and developing countries, continued to require attention. Of particular importance for Canada and for the world trading system in general were preparations for continuation of the Multilateral Trade Negotiations in Geneva in 1978.

## Canada-U.S. relations

The management of Canada's extensive and complex ties with the United States was its most important bilateral priority in 1977. Agreements were successfully concluded on a transit pipeline treaty, on a northern gas pipeline, on St Lawrence Seaway tolls, and on co-operation in the peaceful uses of nuclear energy. Discussions and negotiations continued on maritime boundaries and on a number of transboundary environmental questions. These developments underline the current vitality and variety of Canada/United States relations.

## The European Community and Japan

Despite the generally unfavourable economic climate, special attention was given in 1977 to expanding and diversifying Canadian economic and political relations by creating closer ties with Japan and ensuring that Canada's interests would be considered by an increasingly-integrated European Community and its member countries. Special efforts were made to give substance to formal agreements such as Canada's contractual link with the EC.

## The North-South challenge

Relations with the developing nations were of major concern during 1977. Canada's support for a net transfer of resources to the poor countries through a large development-assistance program remained a fundamental component of its foreign policy. Its aid program continued to expand, and increasing attention was given to the place of an efficient and humane program within the framework of Canada's foreign policy in the light of its national interests.

Trade and investment relations with a number of increasingly important countries in Latin America, Asia and Africa developed further during 1977 as Canada adjusted its foreign policy to the diversities of the Third World. Simultaneously, Canada worked in many institutions to achieve harmony in relations between the developing countries and the advanced industrial societies; to this end its privileged access to the councils of the Commonwealth and La Francophonie and its undiminished commitment to the United Nations system were invaluable. The work of the Conference on International Economic Co-operation in Paris, which concluded with mixed results in mid-1977, was carried forward by negotiations on the Common Fund, commodity agreements, the debt problems of developing countries and other complex questions.

## Peace, security and East-West relations

Canada continued to support multilateral efforts towards reducing East-West tensions and promoting disarmament through participation in the Conference of the Committee on Disarmament, the talks on Mutual and Balanced Force Reductions, the follow-up meeting in Belgrade to the Conference on Security and Co-operation in Europe and preparations for the UN special session on disarmament. Canada followed with special attention the Strategic Arms Limitation Talks between the super-powers. In addition, Canada maintained its commitment to global peace and stability with a significant and credible contribution to Western collective security through NATO and NORAD, and with the maintenance of peacekeeping forces under UN auspices in several world trouble-spots.

At the end of 1977, Canada shared with many countries the keen disappointment at the slow progress of the Belgrade meeting in contributing to the advancement of *détente*, human rights and co-operation in Europe, and there was concern over evidence of increasing East-West tension in other parts of the globe.

Nevertheless, the Belgrade meeting provided an opportunity for reviewing such progress as had been made in promoting security and co-operation in Europe during the two years since Helsinki. Canada and other Western countries left no doubt about how they considered the provisions of the Helsinki Final Act should be implemented. Canada emphasized that respect for human rights and enhanced human contacts were essential to the sustaining of public support for *détente*.

Canada remained firmly committed to the principle of *détente*. Normal and businesslike relations were pursued with the Soviet Union and its Warsaw Pact allies, and Canada continued, in its bilateral relations with these countries, to pursue the interests of Canadians in such matters as expanded trade, cultural and scientific exchanges and family reunification.



## Middle East and Africa

Canada supported all positive steps in the search for reconciliation and peace in the Middle East and for peaceful transition to the rule of the black majority in Southern Africa. It continued to provide contingents to UN peacekeeping forces in the Middle East and other parts of the world and, as a member of the UN Security Council, encouraged international efforts to achieve a peaceful solution to the problem of Namibia and to mitigate racial discrimination in South Africa. To the latter end, Canada phased down its government-supported trade activities in South Africa. Canadian relations with the rest of Africa, conducted largely in the friendly context of the Commonwealth and La Francophonie, sought to support the economic development of the member countries of these two associations.

## Strengthening nuclear non-proliferation

As a major exporter of uranium and nuclear technology, Canada was in the forefront during 1977 of unilateral and multilateral efforts to prevent the spread of nuclear weapons. However, the conflicting tasks of making nuclear technology available to an energy-deficient world and at the same time minimizing the risk of nuclear proliferation continued to create a dilemma. As a firm supporter and signatory of the Non-Proliferation Treaty and a founding member of the Nuclear Suppliers Group, Canada has been contributing to an international study to find means of limiting the proliferation risks inherent in current and alternative fuel-cycles. Canada was able to strengthen its nuclear safeguards arrangements with the European Economic Community, and several bilateral safeguards agreements were under negotiation to permit the renewed export of uranium to other countries. There was indication that Canada's strict nuclear standards had influenced the attitudes of other countries towards this critical question.

## Human rights

Canada's deep concern over human rights was manifest during the year in the policies it expressed at the Belgrade meeting, in the United Nations, in the Commonwealth, in dealing with Southern Africa and in various bilateral contexts. Canada's abhorrence of *apartheid* was again made evident in, among other things, its support in the UN Security Council for a mandatory arms embargo against South Africa. In dealing with matters of human rights Canada emphasized practical results rather than rhetoric. When necessary and effective, however, it voiced its views strongly on these matters. Canadian position and statements at the CSCE follow-up meeting in Belgrade, as well as during the UN General Assembly, made this commitment clear.

## Law of the sea

Satisfactory resolution of the complex set of jurisdictional and economic problems considered at the United Nations Law of the Sea Conference has been of special importance to Canada. It continued its active role, at the sixth session of the Conference and in related meetings held during 1977, in pursuit of vital Canadian interests. These arose from Canada's extensive coastline and delicately-balanced marine environment, and also from its concern not only with fisheries-management and the exploitation of seabed resources but with the use of the resources of the deep seabed beyond the bounds of national jurisdiction in the interest of mankind as a whole.

The Conference has achieved considerable success, despite the variety of political and economic perspectives represented, and the potential for disputes. Canada has grounds for satisfaction with the results achieved in 1977.



particularly on fisheries and environmental issues. In parallel high-priority negotiations, several bilateral agreements arising from Canada's extension of its fisheries jurisdiction to a distance of 200 miles from its coasts were concluded during the year.

### **Reflecting the national identity abroad**

The Department continued during 1977 to ensure that Canadian foreign policy fully reflected Canada's bilingual and multicultural nature. Canada's relations with the English-speaking and the French-speaking countries of the world continued to develop vigorously. The facilitation of human contacts, pursued in conformity with the provisions of the Helsinki Final Act, was of major interest to many Canadians with ties to former homelands. Co-ordination of the international interests of the provinces reflected the Canadian Government's determination to express fully the national interest on the international plane. Programs of cultural exchange with a growing number of countries reflected the diversity of the Canadian heritage.

### **The way ahead**

The challenges Canada will face in the critical area of international relations became clearer during the year. The welfare of Canadians will depend increasingly on better solutions to global economic and political problems. Public understanding and co-ordinated policy-management will be more important than ever if Canada is to adapt to the economic and political imperatives of an increasingly interdependent world. In this way, Canada can play an appropriate part in shaping a more peaceful, co-operative and prosperous global community that fulfils the hopes and responds to the interests of Canadians.

The House of Commons held a special debate on foreign-policy questions on December 19 and 20. The Secretary of State for External Affairs, the Honourable Don Jamieson, made an opening statement dealing with various issues, including international economic development, Canada's relations with the United States, the European Community and France, nuclear safeguards, human rights and the current state of the Middle East and Southern Africa. Members of all parties in the House then took part in a wide-ranging debate on Canada's place in the world.



# **Regional Activities**



## Africa and the Middle East

This region continued to be a major object of Canadian concern during 1977. In part this was due to important developments in Southern Africa and the dramatic events in the Middle East set in motion by President Sadat's initiative in visiting Israel in November. The visit of the Egyptian leader took place not long after the Secretary of State for External Affairs had visited Israel and Egypt. Also, a series of high-level visits between Canada and *francophone* Africa emphasized Canada's continuing and developing interest in that part of the world.

An important new factor in Canadian involvement in this area was Canada's election for a two-year term to the UN Security Council beginning January 1, 1977, since African and Middle Eastern problems largely dominated Security Council deliberations during the year under review.

## English-speaking and Portuguese-speaking Africa

During 1977 many efforts by the international community were directed towards finding just and internationally-accepted solutions to problems in the remaining areas of white-minority rule in Southern Africa. At the same time, instability increased in the Horn of Africa, and differences among East African countries created tension. The remnants of European colonialism were further reduced with the attainment of independence by Djibouti (the former French Territory of the Afars and Issas).

The main focus of attention in this area continued to be on the problems of South Africa itself and the related questions of Zimbabwe (Rhodesia) and Namibia (South West Africa). Regrettably, despite major efforts by negotiating parties to resolve outstanding differences, the year closed without agreement on formulas that would permit peaceful transition to independence and majority rule for these two territories.

### Rhodesia

After the breakdown of the Geneva conference in January 1977, the British and U.S. Governments drew up, in consultation with the major parties involved in the Rhodesian dispute, a comprehensive set of settlement proposals that were to represent a framework for Zimbabwe's independence and to act as a point of departure for further negotiations. The settlement proposals, following earlier British proposals, retained a target date of March 1978 for independence and also proposed increased British and international involvement in the process of transition. The proposals were published in September and were accepted shortly afterwards by all parties directly concerned including Ian Smith and the black nationalists. The Canadian Government fully supported Anglo-American initiatives and indicated its willingness in principle to contribute to an internationally-financed development fund. The independence talks, however, were stalemated towards the end of 1977 over several difficult questions.

## South West Africa

International efforts to resolve the long-standing dispute between South Africa and the United Nations over Namibia entered a major new phase in April. At that time, the five Western members of the UN Security Council (Britain, Canada, France, the U.S.A. and West Germany) undertook to explore with the principal parties to the dispute (South Africa, the UN, the South West African People's Organization (SWAPO), the principal Namibian independence movement, and the "front-line" states of Angola, Botswana, Mozambique, Tanzania and Zambia) means for obtaining an internationally-acceptable solution that would be consistent with the requirements of UN Security Council Resolution 385 of January 30, 1976. (That resolution called, *inter alia*, for the holding of free elections under the supervision and control of the United Nations, the withdrawal of the illegal South African administration of Namibia, the release of all Namibian political prisoners, the abolition of all racially-discriminatory and politically-repressive laws and practices, and permission for all Namibian exiles to return to the territory.) During 1977, representatives of the five Western Security Council states held several discussions with the concerned parties at the United Nations in New York, in Cape Town and elsewhere, and some progress was achieved on many of the points raised in Resolution 385. At the end of 1977, the Western five had proposed that further talks with South Africa and SWAPO should be held in New York early in 1978 to try to achieve a compromise on outstanding differences.

## South Africa

The large-scale riots and unrest that dominated South Africa's internal affairs in 1976 were not as frequent in 1977. However, the detaining or banning of prominent black South Africans continued and had the most serious repercussions when South Africans and the world learnt of the death of Steve Biko, Honorary President of the Black People's Convention and a prominent and respected leader of moderate black opinion. His death in mysterious circumstances while in police custody shocked international opinion. Eventually, strong domestic and world reaction obliged the South African Government to institute an inquest into the circumstances of Mr Biko's death. Before the inquest began,

however, the South African Government further disturbed the international community on October 19 by arresting, detaining or banning the great majority of its most prominent domestic critics. The Canadian Government called in the South African Ambassador on October 25 to convey to his Government Canada's grave concern over the latest measures to repress legitimate dissent in South Africa. Subsequently, on November 4, Canada joined the other members of the UN Security Council in unanimously agreeing to the imposition of a mandatory embargo (under the provisions of Chapter VII of the UN Charter) on the sale of arms and military equipment to South Africa.

During the course of the Security Council's deliberations on the arms embargo, Canada declared that it was undertaking a review of its economic relations with South Africa and, on December 19, the Secretary of State for External Affairs announced the results of this review. Referring to the recent events in South Africa and the grave concern felt in Canada over the unique racial situation in that country, Mr Jamieson made known the Government's intention to phase out nearly all its government-sponsored commercial-support activities in South Africa - while permitting private trade and investment to continue. In consequence, Canadian trade commissioners in South Africa would be withdrawn and the Consulate General in Johannesburg closed. Government account facilities of the Export Development Corporation would be withdrawn from transactions with South Africa and a code of conduct would be issued concerning the employment practices of Canadian companies operating in South Africa. To rectify anomalous situations resulting from South Africa's former membership in the Commonwealth, the Government would begin to require visas for all non-immigrant South Africans visiting Canada and would undertake to examine the effects of ending British-preferential-tariff treatment still accorded to South Africa. Other measures, relating to Canadian economic relations with Namibia, were also dealt with in Mr Jamieson's statement. In announcing these various moves, Mr Jamieson made it clear that the Canadian Government continued to hope that the problem of South Africa would be resolved



# Francophone Africa and the Maghreb

peacefully, and he stated that Canada would continue to have diplomatic relations with South Africa. He emphasized that the South African situation would be kept under review.

## East and West Africa

Instability in the Horn of Africa also caused increasing international concern. The long-standing dispute between Ethiopia and Somalia over the Ogaden region of Southeast Ethiopia grew from border skirmishing into full-scale fighting, and several important Ethiopian towns were captured by Somali-supported guerilla forces. This and related situations in the Horn created a growing potential for outside intervention, with disturbing implications for the stability of Africa.

The continued gross violations of human rights in Uganda attracted the critical attention of the international community. After learning of the suspicious circumstances surrounding the deaths of Archbishop Lwum and two Ugandan cabinet ministers in February, the Canadian Government expressed its grave concern to the Ugandan Government. In addition, the Government re-emphasized its concern on this issue to the international community by tabling a resolution in the UN Commission on Human Rights in March that called for a full investigation into the human-rights situation in Uganda.

During 1977 there also occurred further disintegration of the East African Community and increased tension between Kenya and Tanzania. In retaliation against Kenya's decision to place the East African Airways in receivership at the time of the tenth anniversary Arusha Declarations, Tanzania closed the border to all overland traffic. Following the breakdown of border-reopening negotiations, the closing was later extended by Kenya to include air traffic. While many East African corporations and research institutions had already decentralized regionally to a significant extent, this final series of events resulted in the winding-up of virtually all Community activities and the repatriation of Community employees.

Canada, which welcomed Nigeria's election to the Security Council in 1977, will continue to follow with interest this nation's active foreign policy in areas of mutual concern, especially its contribution to efforts to find peaceful solutions to the problems of South Africa.

A number of events of importance to French-speaking Africa took place during 1977: the meeting of the Club of Friends of the Sahel, the cancelling of the debts of the poorest countries, the Canadian Government announcement of its intention to make all future transfers of money to the region in the form of grants and the numerous ministerial visits exchanged by Africa and Canada. These visits elicited favourable responses to Canada by governments and individuals throughout the region and stimulated a desire to reciprocate to the extent that the limited means of the countries concerned would permit.

In June, at the invitation of Canada, the second meeting at ministerial level of the Club of Friends of the Sahel, to which the eight West African states bordering on the Sahara belong, took place in the Department of External Affairs under the chairmanship of President Ould Daddah of Mauritania. Most Western countries, many international organizations and the Specialized Agencies of the United Nations were represented, and the Club adopted a long-term economic-development strategy for the Sahel. This semi-arid sub-Saharan region, one of the poorest territories in the world, inhabited by some 27 million people, was stricken by a catastrophic drought from 1968 to 1972. For the countries of this area, the Ottawa meeting was one of hope, and they viewed it as a springboard for a far-reaching plan of survival. Ironically, while the process of economic recovery was beginning, drought recurred in the Sahel.

At the same time, south of the equator, guerilla warfare was being conducted against Zaire government forces by the former Katangan police force in the copper-producing region of Shaba. With the help of Moroccan troops and strategic support from France, the troops repelled the guerillas after 80 days of fighting. Following this conflict, Zaire undertook reform of its political system. The presidential elections that followed returned President Mobutu Sese Seko to power by a substantial majority. In co-operation with other industrialized countries, Canada pursued its



# Middle East

efforts within the Club of Paris to consolidate Zaire's debt after economic conditions had brought the country to the verge of bankruptcy.

While most countries in the region continued to struggle against underdevelopment in relatively peaceful circumstances, social and political tensions surfaced, primarily in countries with Marxist-oriented governments. In Benin, an attempted *coup* led to a United Nations inquiry. In the Congo, President N'Gouabi and Cardinal Biayenda were assassinated in July. In Guinea, bloody demonstrations jeopardized the tendency towards relative liberalization that appeared to be developing.

In the latter months of 1977, Canada sought to provide effective supervision for its development-assistance projects in Madagascar. Canada signed an agreement in principle with Gabon to establish a line of credit of \$150 million.

At the end of the year, the coronation of Emperor Jean-Félix Bokassa of the Central African Empire took place amid pomp and circumstance.

In the Maghreb, the Algerian conflict over the Western Sahara with Morocco and Mauritania continued. The positions of the parties were still too far apart to permit optimism about a solution in the near future.

The most important developments during the year from Canada's bilateral standpoint were the Export Development Corporation's offers of trade credits of \$200 million and \$1.2 million to Morocco and Algeria respectively and the visit to these countries of a Canadian trade mission headed by Jean-Pierre Goyer in his capacity as adviser to the Secretary of State for External Affairs on matters relating to French-speaking countries and organizations. In addition, Mr Goyer visited French-speaking black African countries, and President Omar Bongo of Gabon visited Canada. Other visitors to Canada during 1977 were Lieutenant-Colonel Baba Diarra, Vice-President of Mali, Moumouni Adamou Djermakoye, Moussa Kargougou and Umba di Lutete, foreign affairs ministers respectively of Niger, Upper Volta and Zaire, and Jean Boniface Assélé, Minister of National Education, Youth and Sports of Gabon.

The Arab-Israeli dispute took a dramatic turn in November when President Sadat of Egypt visited Israel on his own initiative in an attempt to break the Middle East peace impasse. Canada was one of the first countries to welcome President Sadat's initiative and Prime Minister Trudeau sent messages to both the Egyptian and Israeli leaders encouraging their efforts to work towards a comprehensive peace settlement. As 1977 drew to a close, direct negotiations had taken place in Cairo and Ismailia that provided grounds for cautious optimism.

Canada's developing links with the Middle East were demonstrated in 1977 by an increased number of Canadian ministerial visits to the region. During an April inspection tour of Canadian troops serving with the United Nations peacekeeping forces in Syria, Israel and Egypt, Defence Minister Danson also met with government and military leaders in each of the three countries. In May, Jean Chrétien, Minister of Industry, Trade and Commerce, led trade missions to Iran, Saudi Arabia and Israel. In the last country, Mr Chrétien chaired the inaugural meeting of the Canada-Israel Joint Economic Committee. In July, Senator Perreault, leader of the Government in the Senate, met with several parliamentary leaders in Israel. At the provincial level, Premier Davis of Ontario visited Israel in the spring, while Premier Lougheed of Alberta travelled to Iran, Saudi Arabia and Israel in the summer.

The Secretary of State for External Affairs, who visited the Middle East in the autumn, was the last foreign minister to hold talks with both Prime Minister Begin and President Sadat prior to their historic meeting in Jerusalem. Mr Jamieson was pleased with this development, as one of the stated objectives of his own trip had been "to encourage the Israeli and Egyptian Governments to make all reasonable moves in order to bring about the kind of accommodation among the parties that is necessary before peace talks can resume". Mr Jamieson's visit also helped to advance

Canada's bilateral relations with both Israel and Egypt. Of particular note was his announcement that Canada would grant Egypt food aid valued at \$5 million in the form of wheat and \$2 million in associated transportation costs during the fiscal year 1977-78. Equally noteworthy was Egypt's agreement to an exhibition of the Tutankhamen art treasures at the Art Gallery of Ontario in 1979.

In general, Canada continued to pursue a balanced and objective approach towards the Arab-Israeli dispute, basing its stand on UN Security Council Resolutions 242 and 338 and stressing both the need to recognize Israel's right to exist and the legitimate concerns and interests of the Palestinians, including the need to find a territorial foundation for their political self-expression. Eighteen major resolutions concerning the Middle East were considered by the General Assembly. Canada's delegates voted in favour of nine, opposed four, and abstained on five. (See also the section on the United Nations).

Canada welcomed the reduction in conflict in Lebanon during 1977, which permitted the Canadian Embassy in Beirut to resume operations in August after the withdrawal of its staff to Jordan and Cyprus in March 1976. As of July 1977, direct Canadian Government cash contributions for relief in Lebanon to the International Committee of the Red Cross and to the UN Secretary-General's appeal for Lebanon totalled more than \$1 million. Canada also contributed financially to other organizations that were assisting with Lebanese relief.

Canada continued to provide the largest national contingent to the United Nations peacekeeping forces monitoring the ceasefires in the Sinai Peninsula and on the Golan Heights.

Visitors to Canada from the Middle East included the Iraqi Minister of State, Aziz Rashid Akrawi, in January, the Sudanese Foreign Minister, Mansour Khalid, in July, and Ahmed Sultan, the Egyptian Deputy Prime Minister for Production and Minister of Electricity and Energy, in September.

## Trade

Canadian economic and commercial activity in the Middle East continued to increase during 1977. Canadian exports to the Middle East in the first ten months of 1977 were \$3.3 billion, an increase of 28 per cent over the same period of 1976. Iran was Canada's largest customer, followed by Saudi Arabia. Canadian imports from the region for the first ten months of 1977 were \$1.1 billion, a decrease of 22 per cent over the 1976 period. Canada's most important suppliers were Saudi Arabia and Iran. A particularly interesting example was a \$3.4-billion contract jointly awarded to Bell Canada, a Dutch company and a Swedish company by the Saudi Arabian Government for the purpose of expanding the country's automatic-phone network. Canada's share of the work will be approximately \$96 million, and during the peak of the project as many as 500 Canadians will be on the job in Saudi Arabia. To assist Canadian companies in their operations in the Middle East, the Canadian Government maintains 15 trade commissioners, together with diplomatic and consular offices, at its six embassies in the region.



# Asia and the Pacific

Canada's relations with the countries of Asia and the Pacific are marked by diversity. This is not surprising, since this huge region contains some of the oldest and most varied civilizations in the world, some of the most highly-industrialized nations, and some of the least-developed economies. Together these countries contain over half the world's population and many of their governments are faced with the daunting administrative and political problems to which that condition gives rise. It is worthwhile recalling that some of Canada's earliest initiatives in the field of external relations were taken with countries of the region. Canada's Commonwealth ties with many of the countries of Asia and the Pacific have remained important. Commercial links go back many years. Several generations of Canadians have lived and worked in the area. In turn, over the past decades Canada has become the new home of many who were born in the region.

Canada's development-assistance programs in co-operation with some of the countries of the Asian and Pacific region are the oldest and the largest in which it has engaged. Some of Canada's best customers are in the region and Canadian imports from it have increased steadily. Consciousness that Canada is a Pacific nation is growing among Canadians. It is not surprising, therefore, that most Canadian foreign-policy themes find expression in relations with one or another of the countries of the region. Canada's heightened awareness in 1977 of the Association of Southeast Asian Nations (ASEAN) is a good example of Canadian recognition of the desirability of intensifying political, economic and social relations with countries of Asia and the Pacific.

# Northeast Asia

## Japan

Canada's relations with Japan continued to expand over the past year, reflecting the growing importance of the association to both countries.

A highlight was the first meeting of the Canada-Japan Joint Economic Committee, held in Vancouver in June. The participation of the Secretary of State for External Affairs and the then Japanese Foreign Minister, Ichiro Hatoyama, indicated the importance each country attached to this committee. Western Canada was selected as the site for the meeting to emphasize its particular significance in Canada's economic ties with Japan. The committee, established under the terms of the "Framework for Economic Co-operation" signed by Prime Minister Trudeau and the then Japanese Prime Minister Miki in Tokyo the previous year, brought together senior officials of both governments to promote co-operative economic activities and to discuss multilateral economic issues of mutual interest. Separate discussion groups were established to review progress in the specific sectors of energy and resources, secondary manufacturing, agriculture and forestry, and housing.

During this official visit to Canada, Messrs Hatoyama and Jamieson discussed a wide range of issues, with emphasis on reviewing the continuing negotiations towards revision of the Canada-Japan Nuclear Co-operation Agreement (1959). In addition, Mr Jamieson and Mr Hatoyama also took advantage of their presence at the London "summit" meeting in May and the Conference on International Economic Co-operation in Paris at the end of June to discuss nuclear co-operation and other subjects of bilateral interest.

Japan continues to be Canada's second-largest trading partner and trade and economic issues remain the primary consideration in the relation. Two-way trade has continued to expand, even in the face of the general economic recession that has affected both countries. Canadian exports to



Japan in 1977 reached \$2.54 billion, an increase of 6.3 per cent over the previous year. Japan is now Canada's largest agricultural market, and in 1977 agricultural products accounted for the largest part (35 per cent) of Canadian exports to Japan. Japan is also Canada's primary market for coal, which last year constituted 22 per cent of Canadian exports to that country. Progress was also made in Canada's efforts to increase sales to Japan of upgraded products, exports of which were up approximately 13 per cent over the previous year. In 1977, Canada had a trade surplus with Japan estimated at \$700 million.

Economic co-operation activities between Canada and Japan have continued to grow, with numerous discussions on joint ventures and on Japanese investment in Canada. These maintained the momentum already developed in a number of important sectors - notably energy, forest products, housing and aerospace.

The Japanese Government and private corporations headed by the Japanese Petroleum-Development Corporation, which are already involved in a heavy-oil project in Alberta, are currently negotiating further participation in oil-sands development.

The private sectors of both countries have shown considerable interest in enhancing their contacts and in involvement in the development of economic ties. On their own initiative, they established a Canada-Japan Business Co-operation Committee, composed of senior representatives of business communities in both countries. The Canadian Government has indicated its support and its desire to work closely with the committee in the development of bilateral trade and economic relations.

At the ministerial level, the process of consultation was strengthened by a variety of multilateral economic consultations, particularly at the London "summit" meeting, the multilateral trade negotiations and the meetings of the Conference on International Economic Co-operation. In addition, two federal ministerial missions went to Japan during the year. In April, the Secretary of State, John Roberts, paid a visit to Japan, examined various aspects of the growing

Canada-Japan cultural relation with the Japanese Minister of Education and delivered an important address on Canadian unity while he was in Tokyo. Otto Lang, Transport Minister and Minister Responsible for the Wheat Board, visited Japan in October to meet with his Japanese counterparts, with whom he discussed a variety of subjects, including grain sales, the short-takeoff-and-landing (STOL) transportation system and bulk transport and shipbuilding. He also met with business leaders and toured transportation and grain-handling facilities.

A number of provinces manifested interest in expanded relations with Japan. In December, the British Columbia Ministers of Economic Development and of Forests visited Japan to promote development of coal and pulp resources. An Alberta delegation visited Japan in December to discuss cultural exchanges. The possibility of uranium sales to Japan was explored during a November visit by a delegation led by the Saskatchewan Minister of Natural Resources. A Manitoba bond issue was completed in Japan during the year. Ontario's Premier Davis, with his Ministers of Agriculture and of Industry and Tourism, led a mission to Japan in September to stimulate Japanese investment in Ontario and import Ontario products. A Japanese bond issue was completed by Hydro-Quebec, and a Quebec agriculture mission visited Japan in September. New Brunswick Premier Hatfield concluded negotiations in Tokyo in September for a *yen*-denominated bond issue.

Japanese and Canadian parliamentarians exchanged visits. Hugh Poulin, Parliamentary Secretary to the Minister of Industry, Trade and Commerce, visited Japan in March during a tour of Asian countries to discuss trade issues, particularly with respect to textiles. Otto Jelinek, the Conservative Party spokesman for small business, was in Japan in March for discussions with the Japanese Small and Medium Enterprises Agency. New Democratic Party Leader Ed Broadbent took part in the Socialist International in Tokyo in December. In addition, five Japanese parliamentary delegations visited Canada.

past year to discuss diverse topics ranging from governmental accounting procedures to parliamentary library exchanges.

Cultural activities involving Canada and Japan continued to grow, particularly in the sphere of academic relations. Of particular significance in the past year was the expansion of programs of Canadian studies in Japanese universities, and the formation of a Japanese Association of Canadian Studies, composed of Japanese academics interested in this subject. Programs designed to acquaint Japanese journalists with Canada and to present Canadian performers to Japanese audiences also provided an important means of developing mutual interest and understanding.

## China

The continually-developing relations between Canada and China were marked in 1977 by the visits to China in September of Otto Lang, Minister of Transport and Minister in charge of the Wheat Board, and to Canada in October of Huang Hua, the Chinese Foreign Minister. The Secretary of State for External Affairs, Don Jamieson, accepted an invitation to visit China early in 1978.

The level of cultural exchange in 1977 was indicative of the widening scope of Sino-Canadian relations. In March the Canadian Brass Quintet toured China, where it received wide acclaim. The following month, a delegation of Canadian craftsmen visited China, and in May the Shanghai Ballet conducted a highly successful tour of Canada. Throughout the year, preparations were under way for the visit to China of the Toronto Symphony Orchestra early in 1978, which would coincide with the visit of Mr Jamieson to China and Japan. A Radio Canada team made television documentaries in China in April and a National Film Board delegation discussed prospects for the production of several films in the P.R.C.

Under the official academic-exchange program, 23 Canadian students visited China while 25 Chinese students studied in Canada. As holders of the Dr Norman Bethune

scholarship, two Chinese doctors arrived at McGill University in May.

Major features of the sports-exchange program included a tour of Canada by a Chinese volleyball team, the attendance of a delegation of Chinese hockey players and coaches at training camps in Canada, and the visit of a Canadian gymnastics team to China.

Official exchanges continued to develop in the fields of science and trade. Among these were the visit to China of Canadian metrologists, the holding of a Canadian potash-utilization seminar in China, and the visit to China of a professor of plant biology. From China, isotope geologists and delegations concerned with occupational health, sedimentary iron, agricultural machinery and fisheries visited Canada, and a Chinese delegation attended a course offered by the Canadian International Grains Institute. In the fall, a Chinese geophysical delegation attended a conference in Ottawa and a Canadian pulp-and-paper technical mission gave seminars in China.

There was a great increase in P.R.C.-Canada trade in 1977, with Canadian exports reaching \$369.3 million, an increase of 88 per cent over the previous year. New wheat sales accounted for the bulk of the increase, total sales reaching \$309.6 million—i.e. 84 per cent of the export total. Imports from China amounted to \$81.9 million. The Canada-China Joint Trade Committee held its annual meeting in Ottawa in the spring to discuss trade development and related issues between Canada and China.

## Korea

The character and importance of Canada's relations with the Republic of Korea (R.O.K.) have changed significantly in recent years, a reflection of the notable progress Korea has achieved in its economic development. Trade, in particular, has continued to expand rapidly and in 1977 approached a total of \$500 million, of which Canadian exports to Korea accounted for approximately \$140 million. Canada had some success last year in reducing its negative trade balance with the R.O.K. and expects this trend to continue, especially as the effects of the 1976 sale of a CANDU reactor to Korea make themselves increasingly felt. Korea also presents a



# Pacific

promising export market for Canadian grains, thermal and metallurgical coal, and high-technology products.

During the year useful consultations were held at the ministerial level, notably the April visit to Ottawa of the Korean Minister of Commerce and Industry, Chang Yie Joon, during which he met with his Canadian counterpart, as well as the Secretary of State for External Affairs and other Cabinet Ministers. During September Korean Foreign Minister Park Tong Jin and Mr Jamieson discussed political issues of mutual concern while attending the UN General Assembly in New York. Meetings of officials were also held in Canada and Korea on diverse topics of bilateral interest, including fisheries, textile exports to Canada, civil defence and nuclear co-operation.

The future of this association, and, indeed, the security of other important Canadian interests in the region, will depend heavily on continued peace and stability on the Korean peninsula. The establishment of a sense of security is also a prerequisite for achieving a greater respect for human rights throughout Korea—a matter of concern to many Canadians. Canada will, therefore, continue to welcome proposals to reduce tension in the area, while remaining committed to the principle that the R.O.K. must play a leading role in the negotiation of any settlement of the Korean problem.

## Hong Kong

Hong Kong continued to be an important trading partner of Canada during 1977, both as a source of imports, investment and capital, and as a market for Canadian goods and services. In 1977, Canadian exports to Hong Kong amounted to \$66.9 million, an increase of 13.8 per cent over the previous year, while imports from that colony totalled \$280.9 million. Hong Kong also remained an important source of immigrants and students.

## Australia

During 1977 Canadian-Australian relations continued to grow in a wide variety of fields that reflected mutual interests, ranging from resource development to federalism.

In January, Alastair Gillespie, Minister of Energy, Mines and Resources, visited Australia to discuss nuclear safeguards and natural-resource policies. During this visit it was agreed that there should be regular exchanges of information on energy and mineral development, especially on the use of solar energy, the conversion of fossil fuels, and the use of coal for gas-and-oil products. It was also agreed that both countries should adopt the most effective nuclear safeguard and that there should be further bilateral consultations on this matter. These were held during the visit to Ottawa in May of Deputy Prime Minister Anthony. Mr Justice Russell, Walter Fox, Prime Minister Fraser's special adviser on nuclear non-proliferation, discussed safeguards issues in Ottawa in September and October. Also two groups of Australian officials consulted their Canadian counterparts in Ottawa regarding safeguards questions during April and December.

In June J. Howard, then Australian Minister of Business and Consumer Affairs, led a delegation to Ottawa for discussions on consumer policies. In the same month P. Nixon, Australian Minister of Transport, toured various surface-and-air-transportation terminals in Canada. Also in June, Prime Minister Fraser and Prime Minister Trudeau co-operated at the Commonwealth heads-of-government meeting in London in resolving the issue of Commonwealth sporting links with South Africa. In September, Transport Minister L. G. who is responsible for the Wheat Board, visited Australia for discussions on international grain issues and urban and long-distance transportation policies. One result of this visit was agreement to increase the exchange of information on transportation matters and international grain issues.

On the level of province and state relations Kevin Stewart, Minister of Health for New South Wales, toured Canadian cities in May studying community health and administrative problems. W.G. Newman, the Ontario Minister of Health, visited Ottawa in June.



of Agriculture, visited Australia in October to study the production of tobacco, fruit and meat. A group led by J.R. Messer, the Saskatchewan Minister of Natural Resources, toured Australia in November on a fact-finding mission concerned with uranium.

There were also a number of visits by other distinguished Australian and Canadian personalities. Canada's Chief Justice Bora Laskin addressed the Australian Law Society in Canberra and the Australian Attorney-General, R.J. Ellicott, attended the Commonwealth law ministers' meeting in Winnipeg in August. Representatives of the Australian Law Reform Commission came to Canada to study law-reform issues and Mr Justice Staples of the Australian Conciliation and Arbitration Commission toured Canada to assess investigative practices and procedures affecting human rights.

Canadian Members of Parliament and Senators attended the meeting of the Inter-Parliamentary Union in Canberra in April and in September Australian parliamentarians attended the twenty-third Commonwealth Parliamentary Conference in Ottawa.

The first award for journalistic merit by the Canada Council under a joint Australian-Canadian literary award program went to Michael Richardson of the *Melbourne Age* for distinguished reporting on Southeast Asian affairs.

## Indonesia

Canada values its relations with Indonesia, which is the fifth most-populous country in the world. During 1977 there was a consolidation of agreements reached during the visits to Indonesia in 1976 of the Secretary of State for External Affairs, the Minister of Industry, Trade and Commerce, and the President of the Canadian International Development Agency (CIDA). Funds continued to be drawn upon for new projects under the \$200-million parallel-financing arrangement signed by the Secretary of State for External Affairs during his 1976 visit to Indonesia. More than half this money has now been committed for projects, and it is hoped that the balance will shortly be taken up. As the year closed, new opportunities such as the \$1-billion South Sumatra coal project offered promise for Canadian business and industry. Canada's bilateral development-assistance program, which is concentrated in the sectors of

agriculture, water resources, transportation and energy, is not only one of its largest but also one of the most intensive because it provides for large amounts of capital and technical assistance to Indonesia. During the year, Canadian officials discussed a number of subjects, such as law of the sea and commodity agreements, with their Indonesian counterparts.

## Philippines

Relations between Canada and the Philippines continued to flourish during the year. A double-taxation agreement was signed in Manila. It was designed to overcome obstacles regarding the tax status of firms or individuals of one country deriving income from the other, and thus will help to strengthen economic relations. Manila was the site of the first meeting of the Canada-ASEAN "Dialogue" in February, and the Philippines is Canada's point of contact for matters pertaining to ASEAN. The Minister of Agriculture, Eugene Whalen, led the Canadian delegation to the meeting of the World Food Council in Manila in June. The Minister of Industry and Tourism of Ontario, Claude Bennett, headed an Ontario government investment and tourism mission to the Philippines in October, where he was received by President Marcos and Secretary for Trade T. Quizon. The Philippines continues to be one of the top ten countries of origin of immigrants to Canada.

## New Zealand

A series of two-way visits was the highlight of the past year in Canada/New Zealand relations.

Canada's Chief Justice Bora Laskin visited New Zealand for discussions on legal questions. Mrs Shirley Carr, Executive Vice-President of the Canadian Labour Congress, visited New Zealand labour officials and Dr Maureen O'Bryan, President of the Sports Federation of Canada, toured sporting facilities in New Zealand.

The New Zealand Minister of Labour, J.B. Gordon, led a delegation to Canada to assess labour policies at the federal and provincial levels. He was followed by New Zealand

Minister of Fisheries J. Bolger, who discussed methods used by Canada to implement its 200-mile economic zone. In August D.S. Tomson, Minister of Justice, attended the Commonwealth Law Society meeting in Winnipeg.

Consultations by officials were held on issues ranging from the law of the sea to policy developments in the South Pacific. The Deputy Minister for Regional Economic Expansion, J.D. Love, visited New Zealand in January for discussions on government organization, and a representative of the Department of Indian Affairs toured New Zealand during the same month to assess policies relating to aboriginal rights.

## Vietnam

There was a satisfactory growth in relations between Canada and Vietnam during 1977. In July, Ambassador Tran Tuan Anh arrived to assume charge of the Vietnamese mission established in Ottawa in November 1976. Three members of the Vietnamese Women's Union toured Canada in late November and early December, under the auspices of a Vancouver non-governmental organization, to encourage the granting of more aid to Vietnam. In response to a Vietnamese request, Canada arranged to provide wheat flour valued at \$5 million and to meet the transportation costs. The Canadian Red Cross, with the help of \$200,000 from CIDA, announced plans to re-equip a blood-bank in Ho Chi Minh Ville, formerly Saigon. Other Canadian non-governmental organizations, with financial help from CIDA, continued to provide assistance in various fields. Two Vietnamese officials attended a course in Winnipeg sponsored by the Canadian International Grains Institute. Trade relations were marked by the sale of 120,000 tonnes of wheat to Vietnam.

## Thailand

Canada's relations with Thailand, which broadened in 1977, were not affected by the change of government in Bangkok in October. Canadian exports to Thailand increased by 30 per cent in the first six months of 1977 and were expected to exceed \$51 million by the

end of the year. As in 1976, considerable numbers of Canadian businessmen visited Thailand during the year seeking commercial opportunities and the Canadian Export Development Corporation became involved for the first time in a financial venture with Thailand. The Thai Ministers of the Interior and of Industry visited Canada, and towards the end of the year a Canadian delegation visited Bangkok to begin negotiations on a double-taxation agreement. Canada continued to provide assistance to a number of national and international programs in Thailand, including support for regional bodies such as the Southeast Asian Ministers of Education Organization. Canadian bilateral aid to Thailand in 1977 involved projects of rural electrification and inland fisheries.

## South Pacific

Canada's relations with the South Pacific island states expanded during the year in response to the interest of the islands in diversifying their foreign relations and in securing increased aid.

In May, the Secretary-General of the South Pacific Commission, Dr Macu Salato, accompanied by Dr Guy Motha, Director of Programs for the Commission, visited Ottawa to discuss with officials the prospects for closer links with the SPC and for more aid to its members.

The Canadian High Commissioner in Wellington represented Canada at the seventeenth South Pacific Conference in Pago-Pago in September. High Commissioner representatives were observers at the eighth meeting of the South Pacific Forum in Port Moresby in August and at the first meeting of the Forum's South Pacific Regional Fisheries Agency in Suva in November. In view of Canada's expertise in fisheries conservation and in surveillance of its 200-mile economic zone, the Forum requested Canadian assistance in this area for the Fisheries Agency.

The highlight of the year was the visit of Prime Minister Tupuola Efi of Western Samoa to Ottawa in October for discussions with Prime Minister Trudeau and officials of the Department of External Affairs and CIDA. Western Samoa and Canada agreed to sign a Foreign Investment Insurance Agreement. Prime Minister Tupuola also paid courtesy calls in Vancouver and Victoria, where he was received by the Lieutenant-Governor of British Columbia and Premier William Bennett.



# South Asia

## ASEAN

The first meeting of the Canada-ASEAN "Dialogue" was held in Manila in February and a second meeting was held in Ottawa in late October and early November. They were conducted at the level of senior officials. Much of the discussion at both meetings centred on the improvement of economic relations between the Association and Canada and the identification and implementation of regional development-assistance projects. Consideration was given to the development of a Canadian industrial co-operation program with the ASEAN countries. It was agreed in principle that an Ottawa consultative group composed of representatives from the ASEAN diplomatic missions and of Canadian officials be established to discuss matters of mutual concern. The growing significance of ASEAN as a trading partner was evidenced by the fact that two-way trade with Canada was \$495 million in 1977, compared to \$414 million in 1976.

In 1977 Canadian relations with the countries of South Asia were varied and active, although not in the formerly important field of nuclear co-operation. The program with India had been terminated in May 1976 because of divergent views on safeguards. For similar reasons the Pakistan program has been dormant since early 1977.

Development assistance through bilateral and multilateral aid agencies continued to be a most important aspect of Canada's relations with South Asia. In 1977, as in previous years, Canada's three largest programs were directed to India, Pakistan and Bangladesh. Assistance to Sri Lanka and Nepal continued to increase and a promising new program was developing in Afghanistan. Educational and cultural links with India were nourished by the Shastri Institute, supported by both governments and by Canadian universities. In particular, it encourages and enables Canadian scholars to work in India. Personal links between the area and Canada continued to grow through a large immigration program in which family relations are of growing importance.

The vigorous traditions of parliamentary democracy were demonstrated in India and Sri Lanka by a change in government after general elections in each country in 1977. Delegates from the parliaments of both countries attended the Commonwealth Parliamentary Association Conference in Ottawa in September.

After a highly-destructive cyclone in the Bay of Bengal in November, Canadian Government and private relief aid become swiftly available.

In May, Rear-Admiral M.H. Khan, Deputy Chief Martial-Law Administrator of Bangladesh, visited Canada for discussions on the Law of the Sea Conference and Canada's aid program in Bangladesh.



# Europe

During 1977, Canada aimed at developing and strengthening its political, economic and trade relations with Europe. A number of international gatherings provided Canada with an opportunity to make the case for more and better relations, both bilateral and multilateral, in many areas of common interest.

In its continuing effort to find new means for diversifying its external relations in accordance with domestic interests and to reduce its vulnerability to changes occurring throughout the world, Canada naturally looked towards Western and Northwestern Europe. The European Community was already Canada's largest trading partner after the United States. Canada participated with representatives of the United States, Japan, Britain, France, the Federal Republic of Germany, Italy and the EEC in the economic summit meeting held in London on May 7 and 8. The meeting discussed action that might be taken jointly to deal with problems created by the world economic situation, the state of international trade, unemployment among the young, the North-South dialogue, energy shortages and the spread of nuclear weapons. The participation of the President of the Commission of the European Communities was of exceptional significance, since it gave the EC a single voice on the international scene.

Negotiations between Canada and the European Community continued during 1977 in pursuit of a new agreement to ensure the peaceful use of atomic energy and of Canadian nuclear technology. Conclusion of such an agreement would enable Canada to resume deliveries of uranium to the European Community.

In addition, co-operation was pursued with the countries of West and Northwest Europe by means of regional and international conferences, official visits and meetings between ministers. These exchanges related principally to the maintenance of peace, the peaceful uses of atomic energy, social and economic development, the law of the sea, development of natural resources, environmental protection and telecommunications.

Cultural and academic exchanges increased mainly with France, Britain and Belgium but also with Italy and the Federal Republic of Germany. Programs of Canadian studies were promoted by the Canadian missions in those countries.

Relations between Canada and the countries of Eastern Europe were strengthened by numerous meetings and ministerial discussions on matters of bilateral interest in the fields of health and welfare, sport, urban affairs, industry, trade and commerce, science, agriculture and energy. Canada and Romania signed an important agreement on nuclear safeguards.

Canada was active in the search for ways to reduce tensions and increase security in Europe as a prerequisite for improving East-West relations. It was a participant in preliminary studies and the initial follow-up meeting in Belgrade to the Conference on Security and Co-operation in Europe, held in Helsinki in 1976. At the Belgrade meeting, CSCE participants (33 European countries, the United States and Canada) reviewed the progress made in giving effect to the provisions of the Final Act of the Helsinki Agreement.

# Western Europe

The year 1977 was one of marked activity in Canada's relations with the countries of Western Europe. An agreement with the same purpose as the "contractual link" established with the European Economic Community in 1976 was reached with the European Atomic Energy Agency to update the existing agreement on the use of atomic energy for peaceful purposes. Canadian contacts with Western Europe were reinforced by international conferences (including semi-annual talks with the EEC), NATO ministerial meetings (held every six months), the UN General Assembly in New York, and also the "economic summit", in which, for the first time, the President of the Commission of the European Communities participated. These conferences gave rise to meetings and discussion, especially at the ministerial level, of bilateral and multilateral questions.

In addition, several foreign leaders visited Canada to discuss matters of mutual interest. These included: West German Chancellor Helmut Schmidt, in July; the King of Belgium and Queen Fabiola, accompanied by the Deputy Prime Minister, Léon Hurez, in September; French Minister of Foreign Affairs, Louis de Guiringaud, in October; and the Italian Prime Minister, Giulio Andreotti, in November. The Secretary of State for External Affairs made an important visit to Western Europe in October. He went to Spain for talks with King Juan Carlos, Prime Minister Adolfo Suarez and Foreign Minister Marcelino Oreja. Mr Jamieson also went to Greece, where he met with President Constantine Tsatsos, Prime Minister Constantine Karamanlis and Foreign Minister Dimitrios Bitsios. He also attended the NATO ministerial meeting in Brussels in December and, while there, met with EEC energy authorities. Prime Minister Trudeau, in addition to attending the London economic summit meeting in May, participated in the NATO summit meetings in London the same month, and made a brief visit to France to meet President Valéry Giscard d'Estaing.

Bilateral ties between Canada and various countries of Western Europe were similarly strengthened by visits to Ottawa by: the Secretary of State for Immigration of Portugal, João Lima, in March; the Under-Secretary of State for Foreign Affairs of Italy, Franco Foschi, also in March; the Minister of Defence of the Federal Republic of Germany, Georg Leber, in June; the French Secretary of State for Consumer Affairs, Christiane Scrivener, in August; the Belgian Minister of Employment, Guy Spitaels, in September; the French Minister of Justice, Alain Peyrefitte, in September; the French Minister of Industry, Trade and Handicrafts, René Monory, in October; the First Vice-President of the West German *Bundesrat* and the Minister-President of the Rhineland-Palatinate, Bernard Bogel, in October; and a member of the Energy Commission of the European Community, Guido Brunner, in November.

The Canadian Minister of Manpower and Immigration, Bud Cullen, visited Rome and Milan in April, and Marc Lalonde, then Minister of National Health and Welfare, visited Paris in May and Rome and Sicily in September. Mr Lalonde was accompanied by Senators Pietro Rizzuto and Maurice Lamontagne, as well as by Members of Parliament Jacques Trudel and Marc Prud'homme. The Minister of Fisheries and the Environment, Roméo LeBlanc, visited Brussels in September and the Minister of Communications, Jeanne Sauvé, went to Paris in February and to Geneva in June, and in September visited Luxembourg and the F.R.G. Visits to Paris were made by André Ouellet, Minister of State for Urban Affairs, in June and by Hugh Faulkner, then Secretary of State, and Alastair Gillespie, Minister of Energy, Mines and Resources, in September. In April, Iona Campagnolo, Minister of Fitness and Amateur Sports, went to Frankfurt and Rome and Anthony Abbott, the Minister of Consumer and Corporate Affairs, visited Bonn. The Minister of National Defence, Barney Danson, visited Bonn in May and Italy in December. The Minister of Industry, Trade and Commerce, Jack Horner, went to Brussels, Bonn, Berlin and Geneva in November; in Brussels, Mr Horner was accompanied by a large delegation of businessmen who were making the visit within the framework agreement with the European Community.

Parliamentary groups went to France, the North Atlantic Assembly and the Council of Europe. In addition, a delegation from the F.R.G. *Bundestag* came to Ottawa in October and Senator G.C. van Roggen and Members of Parliament Mitchell Sharp and Allan Martin visited Brussels to discuss nuclear-energy problems.

Some of the Canadian provincial premiers also visited Europe in 1977: Premier Peter Lougheed of Alberta went to Switzerland in July; Premier William Bennett of British Columbia visited Switzerland, France and the Federal Republic of Germany in September; Premier René Lévesque of Quebec visited Paris in November. A number of provincial ministers also visited Western Europe during this period.

In addition, commissions and working groups promoted the development of bilateral relations. The France-Canada Economic Commission met in January, co-chaired by the French Minister of Foreign Trade, André Rossi, and the then Minister of Industry, Trade and Commerce of Canada, Jean Chrétien; there was also a meeting in June of the working group on energy, and the working group on industry met in January. The Canada-Belgium Joint Commission on Cultural Relations and the Belgium-Quebec subcommission met in Canada in October. There was also a Canada-F.R.G. consultative meeting held under the Scientific and Technological Co-operation Agreement between the two countries. A number of meetings took place in 1977 under the Framework Agreement for Commercial and Economic Co-operation with the European Communities. The subcommittee on industrial co-operation created by the Joint Co-operation Committee met in Brussels in March and in Ottawa in July. The general co-operation and preparatory subcommittee met for the first time in Ottawa in July.

Canada signed a number of new agreements with Western European countries during 1977. Three agreements were signed with Italy in November, one on social security, another on the avoidance of double taxation and the third on co-operation on nuclear matters. Two agreements were signed with France in June, one concerning co-operation on urban affairs and the other between the National Research Council of Canada and the Institut national de la Santé et de la Recherche médicale. The air-transport agreement with France signed on June 15, 1976, became effective in January 1977 and the interim fishing arrangements between Canada and France were extended for a year in December. An extradition treaty was signed with the F.R.G. in July during the visit of Chancellor Schmidt. An agreement was signed with Greece concerning regular commercial maritime services, and a safeguards agreement was signed between the International Atomic Energy Agency, Canada and Spain. In addition, two existing agreements concluded previously came into effect in 1977: an agreement with Switzerland for the avoidance of double taxation with respect to taxes on income and capital and an agreement with Portugal concerning fisheries.



# Eastern Europe

Canada continued to develop its relations with the countries of Eastern Europe at various levels during 1977.

There were no high-level visits between the Canadian and Soviet Governments during the year, though consultations continued at lower levels. The development of trade retained its importance to both countries and the goals set out in the 1976 Long-Term Economic Agreement were followed up in 1977. A large trade mission from Quebec visited the U.S.S.R. and Alberta's Premier Lougheed led a group of businessmen to the Soviet Union in June. The aim of Mr Lougheed's trip was to promote trade and to familiarize Soviet officials with what Canada, and in particular Alberta, had to offer in various economic areas.

Teams from Canada and the U.S.S.R. competed in a broad variety of sports, including hockey, swimming and skating under the Agreement on the Principles of Co-operation in Sport. Exchanges of graduate students, scientists and researchers continued under the Canada-U.S.S.R. General Exchanges Agreement. A new development during 1977 was the visit of the Festival Singers of Toronto to the U.S.S.R. on a direct-exchange basis; the Moscow Chamber Choir was to perform in Canada early in 1978. Tours were also made during the year by a number of other artists on a commercial basis. Karen Kain and Frank Augustyn of Canada's National Ballet performed in several Soviet cities and danced with the Bolshoi Ballet in Moscow. Several Soviet artists visited Canada. The highlight of the program of exchanges was the tour by the Moscow Circus in the fall of 1977. A selection of works by Canada's Group of Seven, which was shown in Moscow, in Kiev and at the Hermitage in Leningrad, was well received by Soviet audiences.

Canada's contacts with Poland in 1977 included a number of ministerial and other senior-level visits. In April, Marc Lalonde, then Minister of National Health and Welfare, visited Poland, where he met Prime Minister Jaroszewicz and the Ministers of Health and Social Services and of Labour. His visit, which followed a visit to Canada by a Polish health mission, laid the groundwork for a Canadian health mission to Poland and the preliminary drawing-up of an interministerial memorandum of understanding concerning health.

These negotiations were pursued by Canadian health officials in meeting with their counterparts in Warsaw, Krakow and Poznan later in the year. Jerzy Olszewski, Polish Minister of Foreign Trade and Maritime Economy, visited Ottawa, Montreal and Quebec City in April. He met with Prime Minister Trudeau, had discussions with Jean Chrétien, then Minister of Industry, Trade and Commerce, and signed a new three-year grains agreement and a letter of intent to purchase four multi-purpose cargo-liners from Canada. The value of these agreements was about \$380 million. A large Quebec trade mission, led by the Deputy Minister of Industry and Commerce, spent a week in Poland in September. Canadian officials attending the annual Canada-Poland trade consultations held in December in Warsaw were headed by a senior Assistant Deputy Minister of Industry, Trade and Commerce.

The Minister of Fitness and Amateur Sport, Iona Campagnolo, met with Polish sports officials in Warsaw in May and signed a memorandum of understanding intended to foster sports co-operation between Canada and Poland. André Ouellet, Minister of State for Urban Affairs, visited Warsaw in June for discussions with Polish officials, and Roméo Leblanc, Minister of the Environment and Fisheries, attended meetings on bilateral fisheries matters in October.

In May, a Deputy Under-Secretary of State for External Affairs participated in political consultations in Warsaw. A Canadian science and technology delegation met with Polish officials in Warsaw and Krakow to discuss means of furthering Canada-Poland co-operation over a broad range of scientific areas. Negotiations on a bilateral consular convention continued alternately in Canada and Poland. In July, Poland established a consulate-general in Toronto. In the cultural field, the McGill Chamber Orchestra made a concert tour of Poland in December.

A number of fresh steps were taken during 1977 in the development of relations between Canada and the German Democratic Republic. The first Ambassador to Canada from the

G.D.R. presented his credentials in February and Canada's first Ambassador to the G.D.R. presented his credentials in May. Both representatives were non-resident, the G.D.R. Ambassador in Washington being accredited to Ottawa and the Canadian Ambassador in Warsaw accredited to the G.D.R.

In May, Mrs Campagnolo met senior sports officials in the G.D.R. to discuss further co-operation. A Canadian Government delegation later attended the Leipzig National Sports Festival at the invitation of the G.D.R.

In June, a Deputy Under-Secretary of State for External Affairs participated in the first Canada-G.D.R. political consultations, in the German Democratic Republic. In October, a bilateral fisheries agreement was signed, providing for continued fishing by G.D.R. vessels in areas under Canadian jurisdiction; the agreement also recognized the special interest of Canada, including the needs of Canadian coastal communities, in fisheries resources in the area beyond and immediately adjacent to the 200-mile zone. In December, Canadian postal officials went to the G.D.R. to conclude a parcel-post arrangement.

Exchanges with Czechoslovakia during 1977 included the visit to Prague in May of a Deputy Under-Secretary of State for External Affairs for talks with Czechoslovak officials. In September, during his attendance at the ICAO session in Montreal, Czechoslovakia's Deputy Minister of Transport, Josef Dykast, visited Ottawa to meet with Canadian transport officials. His visit was followed in October by that of Josef Jakubec, Vice-Minister of the Federal Ministry of Foreign Trade. In November an arrangement was worked out to further business representation in Czechoslovakia and Canada.

The McGill Chamber Orchestra performed in Ostrava, Czechoslovakia, in December and in the same month the internationally-acclaimed Laterna Magika of Prague helped prepare productions by the Young People's Theatre of Toronto.

A series of exchanges of visits took place between Canada and Hungary, beginning with the visit in May to Budapest of Fitness and Amateur Sport Minister Campagnolo to determine in what areas, such as sports

exchanges, the two countries might co-operate. The visit of Minister of State for Urban Affairs, André Ouellet, to Budapest in June, led to the conclusion of a ministerial agreement to co-operate in various aspects of urban affairs. In October, the Hungarian Minister of Agriculture, Dr Pal Romany, visited Canada and signed a memorandum of understanding on animal health. During the autumn, a group of Canadian Parliamentarians visited Hungary.

The Chief Statistician of Canada, Dr Kirkham went to Hungary in July, and his counterpart at the Hungarian Central Statistical Office, Dr Jozsef Balint, came to Ottawa in September. Government officials of both countries exchanged views on Hungarian proposals for implementing the CSCE Final Act as it applies to Canadian-Hungarian relations. They also discussed trade during consultations in April.

Negotiations continued during 1977 between Romanian and Canadian officials on nuclear co-operation. In October Mr Jamieson signed a nuclear-safeguards agreement in Ottawa, laying the foundation for other agreements that are expected to lead to the purchase of Canadian nuclear technology and equipment by Romania. In addition to conducting the nuclear negotiations, Romanian Deputy Minister of Foreign Trade Constantin Stanciu came to Ottawa in July for the annual trade consultations between the two countries. The Romanian Vice-Minister of Foreign Affairs, Vasile Gliga, visited Canada in October for consultations on bilateral and multilateral issues.

Progress in the development of Canada's relations with Bulgaria was marked by the conclusion in September of a fisheries agreement, which was signed by Mr Jamieson and Bulgarian Foreign Minister Mladenov. In September, a group of Canadian Parliamentarians took part in the International Parliamentary Union Conference in Sofia.

The expansion of Canadian-Yugoslav relations featured several visits by Canadian ministers and Members of Parliament to Yugoslavia.



Donald MacDonald, then Finance Minister, went to Belgrade in May at the invitation of his Yugoslav counterpart, M. Cemovic. Mr Jamieson accepted the invitation of Yugoslav Foreign Minister Milos Minic and made a two-day visit to Belgrade in June, while a seven-man parliamentary delegation visited Yugoslavia in September. In May, Mr Jamieson and the Yugoslav Ambassador to Canada exchanged instruments of ratification of the 1973 trade agreement between the two countries.

## CSCE

A preparatory meeting of all 35 countries participating in the Conference on Security and Co-operation in Europe was held in Belgrade from June 15 to August 5 to set the agenda and make other preparations for the first follow-up meeting to review progress in implementing the Helsinki Final Act.

The follow-up meeting of representatives of foreign ministers began in Belgrade on October 4. Mr Jamieson's special representative was a Deputy Under-Secretary of State for External Affairs, while the head of delegation was Canada's Ambassador to Hungary, who had special responsibility for the CSCE. Besides officials, the delegation included nine Members of Parliament and the Senate, representing the three main political parties.

The review of implementation at Belgrade began with general statements in open plenary, and was followed in closed session by more specific statements on the main aspects of the Final Act, touching on the principles guiding relations between states, security questions, economic and scientific co-operation, security and co-operation in the Mediterranean, human contacts, information, culture and education, and the follow-up to Belgrade.

On the whole, the discussions at Belgrade were businesslike. Those relating to security and economic matters were largely free of controversy, while discussions of human-rights questions often resulted in heated exchanges with Eastern European delegations. By the time the meeting's first target termination-date—December 22—was reached, delegations had finished their review of implementation but

had not completed consideration of the more than 100 proposals aimed at improving that implementation. The meeting therefore adjourned until January 17, 1978.

While it could not be said that a true East-West dialogue took place, the meeting did provide an opportunity for delegations to air their views on all subjects covered by the Helsinki Final Act in a forthright manner. The possibility of conducting discussions of this kind on such a broad range of issues that affected East-West relations was undoubtedly one of the important achievements of Belgrade.

Reflecting the Canadian Government's commitment to the full implementation of all aspects of the Final Act, the Canadian delegation was active in discussions on all subjects but, in view of the special interest and concern of Canadians regarding human rights and humanitarian questions such as family visits and family reunification, its attention was inevitably focused on those questions. With other delegations, Canada attempted to guarantee more firmly that individuals would not suffer for doing those things the Final Act itself sought to promote, and that they would be able to carry on a dialogue with their governments about commitments freely undertaken by them. Canada also sought to persuade delegations to agree that the provisions of the Final Act would be applied in such a way as to make favourable decisions by governments the rule rather than the exception in cases of family visits, family-reunification and marriages across national boundaries, so that such cases would no longer have to be the subject of individual negotiation between governments. A third Canadian object was agreement that normal communication of information and ideas between individuals would be made easier, especially by the freer flow of printed material.



# Northwestern Europe

## Britain

Relations between Canada and Britain, based as they are on ties of kinship, common history and similar systems of government, thrive on the free exchange of people and ideas. Characterized by cordiality, frankness and mutual support, the association has matured and diversified over the years through the evolution of Britain's international role and the multiplication of Canada's interests and commitments. With a similarity of outlook on many issues, Canada and Britain collaborate to good effect in the various international bodies to which they both belong, such as NATO, the Commonwealth and the United Nations. Their bilateral relations extend far beyond the confines of the traditional activities of diplomats and officials; a keen interest exists in both countries in sharing experience in a diversity of fields, which included in 1977 industrial research and development, broadcasting, housing, health and welfare, anti-inflation measures, education, consumer protection, energy production and defence co-operation—to name only a few.

Britain is Canada's third-largest trading partner, after the United States and Japan. Changes in traditional trading patterns have resulted from Britain's adherence to the Treaty of Rome, and their evolution will doubtless be influenced by the "contractual link" established between Canada and the EEC in 1976. Britain also remains, as it has been for generations, a leading source of corporate capital in Canada. Business and government in Canada continue to encourage increased British participation in joint ventures in Canadian industry. The City of London, always important to Canada as a source of capital, is seen today as a pivotal factor in investment from other European countries. These and other economic questions were the subject of consultation throughout the year; a more formal review of issues took place during the twenty-fourth session of the Canada/United Kingdom Continuing Committee, held in London in January.

After his coast-to-coast Canadian tour in 1976, Prime Minister Callaghan returned to Ottawa in March for a two-day visit. In the capital, he met with Prime Minister Trudeau for discussions on a number of matters of multilateral concern, including the Downing

Street and NATO summit meetings, and the Commonwealth heads-of-government meeting, all held in London later in the year. Accompanying Mr Callaghan was Dr David Owen, paying his first visit to Canada as Foreign Secretary after the untimely death of Anthony Crosland.

During the year, Canada also welcomed on working visits Albert Booth, Secretary of State for Education, John Fraser, Minister of State for Prices and Consumer Protection, and Gordon Oakes, Minister of State for Education. Several Canadian federal and provincial ministers met during the year with their British counterparts for discussions on a wide variety of questions. Among them were the Ministers of State for Science and Technology and for Ministers of Communications, National Health and Welfare, Consumer and Corporate Affairs, Energy, Mines and Resources, and National Defence. London also received Premier Lougheed of Alberta before he visited the Middle East in June and Premier Bennett of British Columbia during his economic mission to Europe in September. Both were seeking to interest British investors in the opportunities available in Western Canada.

Britain retains importance for Canada in the exchange of people and ideas to a degree matched by few other countries. This process is evident both inside and outside the operations of government, and is strengthened by the annual movement of immigrants from Britain, who numbered close to 20,000 in 1977 (more than from any other country). The momentum of cultural exchanges, which has quickened in recent years, continued in 1977. The Queen's Jubilee was the occasion for performances of the RCMP Musical Ride and an exhibition on the work of the Force. As part of Canada's contribution to the commemorative year was a photographic exhibition that was shown in several British cities.

British audiences were introduced to Canadian folk and contemporary music by the "Musicanada" concerts in London. The series included performances by the Orford Quartet.

the Festival Singers of Canada, the Canadian Brass, the Société de Musique Contemporaine du Québec and the Quintette à Vent du Québec.

Representing the visual arts were exhibitions of landscapes by the Group of Seven and of prints, organized by the Ontario College of Art and the Société des Artistes professionnels du Québec, as well as showings of animated films by Norman McLaren. The academic ties established in recent years through the British Association for Canadian Studies and the Chair of Canadian Studies at the University of Edinburgh were strengthened by exchanges of professors and students.

## Ireland

Canada's cordial relations with Ireland derive in large part from the fact that some two million Canadians are descended from the Irish who settled here in the nineteenth century, a link currently reinforced by the annual movement to Canada of about 1,000 Irish immigrants.

Stone inscriptions recently discovered in Newfoundland have revived speculation that the Irish connection might go back as far as the sixth-century monk St Brendan, passages from whose fabulous account of a voyage to the West in search of the "Promised Land of the Saints" have sometimes been interpreted as the record of a real voyage of discovery that brought the monkish explorer to the shores of North America. More recent, and less speculative, history was recalled in August when a plaque presented by the Alberta government in honour of the nineteenth-century explorer John Palliser, who surveyed and mapped the Canadian Prairies in the late 1860s, was unveiled in County Waterford.

The Secretary of State for External Affairs visited Ireland from August 31 to September 6 and met with President Patrick Hillery, Foreign Minister Michael O'Kennedy, Finance Minister George Colley and opposition leader Garret Fitzgerald shortly after the victory of the *Fianna Fail* Party in Ireland's June 16 general election. In view of Canada's contractual link with the EEC, the visit provided an opportunity for Canada to learn more about Ireland's four-year experience of membership in the Community and to discuss the special association of Canadian and Irish troops in various UN peacekeeping operations.

The Irish public responded warmly to the RCMP Musical Ride presented to large audiences at Dublin's annual Spring Show, held from April 25 to May 4.

Brian Peckford, Minister of Mines and Energy of Newfoundland, met with Irish officials in September in Dublin to discuss energy production and a marine-research project jointly launched by the University of Galway and the Memorial University of Newfoundland. The then Minister of Industry and Commerce of Ireland, Justin Keating, undertook, from April 29 to May 3, an investment and export promotion drive in Canada aimed at business leaders in Toronto and Montreal. In Ottawa he held discussions with his Canadian counterpart, the then Minister of Industry, Trade and Commerce, Jean Chrétien.

Canada has been a leading source of corporate capital in Ireland. Canadian firms have been closely associated since the 1960s with mineral exploration that has resulted in the discovery of important bodies of lead and zinc and is changing Ireland's traditional image as a country poor in resources. These activities have led to a total Canadian investment in mining ventures of over \$100 million. At the same time, other Canadian firms have established plants for the manufacture of a variety of products, while a parallel expansion has taken place in the activity of Canadian financial institutions in Ireland. The keen interest of Canadian business in the Republic was most recently evinced in November, when Alcan announced that construction would begin on an alumina plant at Aughinish Island near Shannon. This project, the largest single capital investment ever undertaken in Ireland (\$507 million), is expected to have an important effect on the economy of Ireland's western region. The plant is expected to produce 800,000 tons of alumina a year when its operations begin in 1982.

Though bilateral trade remains relatively small, it is diversified (Canadian exports include a good proportion of finished manufactures) and has grown at a rapid rate in recent years. In 1977 Canadian exports amounted to nearly \$30 million.



## Nordic countries

Canada's relations with the Nordic countries are of a special cordiality that derives from a genuine community of experience and attitudes. The common experience of living in a northern climate, the commitment to democratic institutions, shared European traditions, a pragmatic general outlook and, more recently, a common concern for the welfare and development of the Arctic peoples—all these form a basis for a friendship that is strengthened by the cultural links provided by Nordic-Canadian communities. Co-operation has been developing gradually between Canada and Scandinavia in the economic, social, and environmental spheres, one result of which is a steady increase in the number of visitors from one country to the other. The Scandinavian genius for innovation, particularly in social welfare and labour relations, has aroused interest among Canadians, for whom the study of Nordic models has often proved profitable. The visits of the Minister of Consumer and Corporate Affairs to Finland and Sweden in December to examine consumer policies and practices in those countries provide one of many examples.

Finland and Sweden, unlike Denmark, Iceland, and Norway, are not members of NATO, but this fact has not impeded Canada's co-operation with all the Nordic countries in regional and international forums on many matters, such as the law of the sea, the management of resources, the protection of the environment, telecommunications and peace-keeping.

Immigration from the Nordic countries is currently modest but skilled persons immigrating to Canada are quickly integrated and make a distinctive contribution to the life of their new country.

## Denmark

Prime Minister Anker H. Jorgensen of Denmark came to Canada in November at the invitation of Prime Minister Trudeau, who had visited Denmark in 1975. Mr Jorgensen exchanged views with Mr Trudeau on world economic problems (including Denmark's forthcoming presidency of the EEC) and also met with the Secretary of State for External Affairs, the Ministers of Energy, Mines and

Resources, and Indian Affairs and Northern Development, and the President of the Treasury Board. During his visit, Mr Jorgensen signed an extradition treaty providing for co-operation between Denmark and Canada in crime-prevention, including the prevention of aircraft-hijacking.

Canada and Denmark have shared common interests in the Arctic because of the proximity of the Northwest Territories and Greenland. As well as growing cultural contacts between the Canadian and Greenland Inuit, there have been regular exchanges of scientists and technical experts in the natural and social sciences. During 1977, the Commissioner of the Northwest Territories visited Greenland to discuss with the Governor of Greenland the establishment of a staff-exchange program. A significant co-operative development during the year was the Canada-Denmark Interim Marine Pollution Contingency Plan, intended to co-ordinate cleanup operations in the event of an accident resulting from offshore oil-drilling in the waters between Baffin Island, Labrador and Greenland.

As a guest of the Danish Minister for Greenland, who had made two visits to Canada in 1976, the Minister of Indian Affairs and Northern Development visited Denmark and Greenland in May to study various social programs developed for the benefit of Greenlanders to learn something of Danish plans for Greenland home rule.

In November, the Canadian Ambassador to Copenhagen presented the Canadian Silver Jubilee Medal to Colonel Thomas Dinesen of Jutland, the only non-Canadian to be awarded the Victoria Cross while serving with the Canadian armed forces in 1918. Colonel Dinesen is the brother of the late internationally-known novelist Karen Blixen (Isak Dinesen).

## Finland

Canada and Finland signed an air-transport agreement in Ottawa in May. The routes specified in this agreement are on a third and fourth-freedom basis, with "in-transit" rights at a point in Europe between the two countries and similar rights at Montreal and Helsinki on a point beyond.

In June, the Finnish Parliamentary Standing Committee on Salaries and the Public Service visited Canada to exchange views on



administrative questions with Canadian Parliamentarians and officials.

Canada's Ambassador to Finland attended, as special envoy, the sixtieth anniversary celebrations of Finnish independence in Helsinki.

The Finnish town-planner Professor Heikki von Hertzen, creator of the garden city of Tapiola near Helsinki, which has inspired similar developments throughout the world, visited Canada in March to describe his experiences in urban development to the public and to officials of the Ministry of State for Urban Affairs, Central Mortgage and Housing Corporation, and the National Capital Commission.

## Iceland

Prime Minister Trudeau visited Iceland in May, reciprocating the visit made to Canada by the Icelandic Prime Minister, Geir Hallgrímsson, in 1975. Besides making short excursions to Thingvellir (site of the earliest European parliament) and to Keflavik, to view the NATO base, Mr Trudeau had talks with Mr Hallgrímsson in Reykjavik on questions of bilateral and NATO interest. Senior Icelandic officials visited Canada in November for consultations on NATO defence problems. Throughout the year, co-operation continued on law-of-the-sea and fisheries questions.

In response to an Icelandic request, Canada agreed in October to have the Canada Centre for Remote-Sensing provide the Icelandic National Research Council, on a temporary basis, with LANDSAT data on Iceland from its Shoe Cove Satellite Receiving Station in Newfoundland.

## Norway

In recognition of Canada's long military co-operation with Norway in NATO, the Minister of National Defence Barney Danson visited Norway in October for consultations with Norwegian Minister of Defence Hansen and Minister of Foreign Affairs Frydenlund. Canada's role on NATO's northern flank and other defence matters of mutual concern were discussed, and Mr Danson also toured a number of installations in northern Norway.

Co-operation in the key area of energy exploitation developed further throughout the year, as leading representatives of Statoil, Norway's official fossil-fuel company, and Petro-Canada exchanged visits and discussed

ways of expanding their joint efforts, both in off-shore drilling and in the promotion of equipment sales.

As part of its program to promote increased trade with Canada, Norway established a vice-consulate and a trade commissioner's office in Toronto in February. In June, the Vice-President of the Norwegian Export Council visited Canada to discuss prospects for broadening industrial co-operation in various areas. In a related development, Canada and Norway signed a memorandum of understanding in Oslo to encourage closer collaboration in defence production.

## Sweden

Energy was an important element of Canada's relations with Sweden during 1977. A nuclear safeguards agreement was signed, updating the 1962 agreement and providing for nuclear co-operation and trade between the two countries. Minister of Energy, Mines and Resources Alastair Gillespie visited Stockholm to exchange ideas on renewable energy resources and to examine ways in which Sweden had alleviated energy shortages, such as electricity-producing waste-disposal plants. A Swedish parliamentary committee visited Ottawa and Toronto to discuss nuclear-energy programs with Canadian Parliamentarians and officials.

As in recent years, Canadian continued to have a special interest in Sweden's experience with freedom of access to information, consumer policies, penal institutions, welfare, and other social areas. Along with the visits to Sweden of many provincial delegations and individuals to investigate these areas of activity, the Federal Minister of Consumer and Corporate Affairs led a delegation in the autumn to study Swedish food policies. There has also been increasing movement in the reverse direction in recent years. The Swedish Minister of Health and Social Affairs came to Canada to review policies on family support, child care and preventative health care and the Swedish Press Ombudsman gave a series of public lectures in Canada.

In international organizations, close bilateral co-operation continued in the spheres of international development and telecommunications, in which there are annual consultations on direct-broadcast satellites.

# Latin America and the Caribbean

The Canadian Government's intention of placing greater emphasis on relations with Latin America and the Caribbean was implemented in April 1977 when Secretary of State for External Affairs Don Jamieson announced the creation of the Bureau of Latin American and Caribbean Affairs. Relations with the two regions, previously administered within the former Bureau of Western Hemisphere Affairs with U.S.-Canada relations, are now to enjoy added emphasis as a result of the formation of the new office.

During 1977, the Canadian Government continued to pursue its policy of furthering the development of relations with the countries and institutions of Latin America. Some significant results were registered, most notably in expanding trade and economic relations, in co-operation for development, in increasing consultation on a variety of political and other matters.

Since the early 1970s, Canadian trade with Latin America has increased steadily, with exports reaching \$1.6 billion in 1977 compared to \$1.48 billion in 1976. In this period, Canada has also, through the Canadian International Development Agency, extended substantial bilateral development assistance to the countries of the region, especially the poorer ones, to help them achieve their social and economic aims. The program continued to expand during 1977 as CIDA devoted a large part of its global resources to Latin America. CIDA also participated in multilateral regional projects with a variety of inter-American institutions.

In January Mr Jamieson visited Brazil, Peru and Colombia to further Canada's relations in the region following the 1976 visit of Prime Minister Trudeau to Mexico, Cuba and Venezuela. In April, Mr Jamieson made a trip to Mexico, while the Minister of Industry, Trade and Commerce visited Venezuela, the Deputy Prime Minister, Mr MacEachen, went to Venezuela and the Minister of Fisheries and Environment, Mr Leblanc, visited Cuba. These and other visits were manifestations of, and provided further impetus to, the development of Canada's growing links within the hemisphere.

The Latin American tour of Les Grands Bretons Canadiens, which performed before packed houses in Brazil, Argentina, Peru, Ecuador, Colombia, Venezuela, Costa Rica, Nicaragua and Mexico, demonstrated Canadian achievement in another field.

In addition, throughout 1977 Canada remained abreast of human rights developments in a number of Latin American countries. Canadian officials emphasized the importance Canada attached to the improvement of human rights everywhere by speaking out on the question at various international forums and by making representations to specific countries where such action seemed warranted.



## Inter-American affairs

An important avenue for the developing of closer relations with Latin America has been Canada's increasing participation in the activities of inter-American organizations. The involvement of this country with hemispheric bodies in 1977 illustrated the extent of its growing role in multilateral regional affairs. Canada's participation in one key hemispheric organization, the Inter-American Development Bank, was reflected in the decision to hold the Bank's 1978 annual meeting in Vancouver. A Canadian permanent-observer delegation attended the annual assembly of the Organization of American States (OAS). In February, the Executive Director of the Latin American Economic System (SELA) came to Ottawa to discuss technical co-operation with that body. In August the general assembly of the Pan-American Institute of Geography and History unanimously reselected Canada as the site of its Geography Commission. In September Canada was elected to the executive committee of the Directing Council of the Pan-American Health Organization. The Secretary-General of the Economic Commission for Latin America (ECLA) visited Ottawa during the same month.

Prime Minister Trudeau and Mr Jamieson accepted invitations from the President of the United States, the Head of Government of Panama and the Secretary-General of the OAS to witness the September signing of the Panama Canal Treaties in Washington, a gathering that brought together most leaders of hemispheric governments.

## Venezuela

By virtue of its position as Canada's major supplier of foreign oil, Venezuela is our largest Latin American trading partner. Canada's total trade with Venezuela reached \$1.9 billion in 1977, an increase of approximately \$230 million over the figure for 1976. Because Venezuela is a country of commanding stature in Latin America and in Third World forums, Prime Minister Trudeau visited Caracas in January 1976 for the express purpose of developing closer ties and providing a broader base to Canada's relations with it. His visit resulted in a dramatic rise in the number of exchanges between the two nations, including, during 1977, a variety of high-level contacts.

In February a delegation from the Venezuelan Congress visited Ottawa to observe the operation of the Canadian Parliament. In March, Mr MacEachen went to Caracas in his capacity as co-chairman of the Conference on International Economic Co-operation to discuss outstanding issues with the Venezuelan co-chairman Sr Perez Guerrero. The first Canada-Venezuela symposium on petroleum was held in February in Venezuela, with officials of government and private industry in attendance from both countries. A second symposium was held in Edmonton in June, and the delegation from the Venezuelan Ministry of Energy and Mines afterwards came to Ottawa to seek other possible areas for co-operation. The then Minister of Industry, Trade and Commerce, Jean Chrétien, visited Caracas in June to support Canadian participation in the building of a 700-km railroad in Venezuela. Premier Hatfield of New Brunswick was also in Venezuela in June to seek opportunities for trade and investment. Judd Buchanan, Minister of Public Works, travelled to Venezuela in June to study its public-works program.

During 1977, there were some 450 Venezuelan students in Canadian universities under the auspices of the Gran Mariscal de Ayacucho Scholarship Program, which is financed by the Venezuelan Government.

## Brazil

The direction of Canada's relations with Brazil provides an excellent illustration of the part trade and investment play in its relations with Latin America as a whole. Canadian investment in Brazil has been estimated at a figure as high as \$2 billion; trade between the two countries reached almost \$490 million during 1977, making Brazil the second-largest of Canada's Latin American trading partners (the largest being Venezuela). A Joint Committee on Trade and Economic Relations, established in 1976 to provide an official forum for the discussion of economic questions and the proposing of new initiatives, meets twice a year, in Canada and in Brazil. Its first session was held in Ottawa in the autumn of 1976.



The January 1977 visit of Mr Jamieson to Brazil laid firmer foundations for an expanded political and economic relation with this important hemispheric partner. Mr Jamieson's visit was followed in October by the visit to Canada of the Brazilian Minister of Agriculture, who signed a memorandum of understanding on agricultural co-operation with Canada's Agriculture Minister Whelan.

In partnership with Paraguay, Brazil is currently developing a huge hydroelectric project at Itaipu on the Parana River. Canadian businessmen have for some time been competing for contracts to supply the Itaipu site with the turbine generators and related technical services it requires.

The Canada-Brazil Chamber of Commerce continued throughout 1977 to strive for closer economic bonds between the two countries.

## Mexico

Canada's relations with Mexico have a broader base than its relations with any other Latin American country. Important contacts have been developed over the years in the political, economic, cultural, energy, civil-aviation and tourist spheres. With the advent of the new administration of President Lopez Portillo came a new momentum for the development of co-operation, particularly of an economic nature.

The third meeting of the Canada-Mexico Ministerial Committee, held in Ottawa in November, provided a useful introduction to key ministers and officials in the Portillo administration and encouraged the search for new kinds of co-operation. It also provided the occasion for the signing of the Prisoner Exchange Treaty, first discussed during Mr Jamieson's April visit to Mexico, which will permit Canadians sentenced by Mexican courts to serve their terms in Canadian penal institutions and will give the same privilege to Mexicans in Canadian prisons. Another important contact was the visit to Mexico of a delegation of Canadian parliamentarians led by Senator Molgat and Gus MacFarlane, M.P.

Bilateral trade continued to increase, reaching a value of \$412 million in 1977, approximately \$50-million more than in 1976. Efforts were made during 1977 to develop Canadian participation in the urban-transportation, oil-equipment, aluminum-smelting and nuclear-energy sectors.

The number of Canadians visiting Mexico was estimated to have increased to 235,000, an increase of about 25 per cent over 1976. Canada now has honorary consuls in Acapulco and Guadalajara to complement the work of the Embassy by providing services to the many Canadian tourists and Canadians living in Mexico.

In November, the Mixed Commission established under the terms of the Cultural Agreement signed by Prime Minister Trudeau during his visit in 1976 met in Ottawa to re-examine the existing programs and to plan future cultural exchanges.

## Andean region

Development assistance and trade are the major components of Canada's relations with Colombia, Ecuador, Peru and Bolivia. Canada has established, under the auspices of CIDA, bilateral development co-operation programs in three of these countries, and Ecuador is eligible for assistance on a project basis. Trade has increased steadily throughout the 1970s and reached \$310.7 million in 1977, an increase of \$200 million over the 1970 figure. This trend was expected to continue.

Relations with Colombia and Peru in 1977 were highlighted by the visit of the Secretary of State for External Affairs. To emphasize the degree of Canada's interest in aiding in the development of these countries, a number of co-operation agreements were signed or announced during the visit. In Bogota, Mr Jamieson exchanged with the Colombian Foreign Minister the instruments of ratification of the Colombian-Canadian Commercial Agreement.

Relations with Bolivia were strengthened by the signing of a development co-operation agreement establishing a framework for Canadian development assistance. A group of officials from the Bolivian Foreign Ministry visited Ottawa in September to study the organization of the Department of External Affairs.

## Southern cone

Political events in the early 1970s in Chile and Argentina to some extent retarded the development of closer ties with these countries. Nevertheless it could be expected that Canada's relations with them would, in the long term, take on increasing importance. Increasing economic and financial stabilization in the region has enhanced Canadian interest in seeking new trade and investment opportunities. Bilateral trade has recently formed the major element in Canada's relations with the four countries of the "southern cone"; Canadian trade with Chile, Argentina, Paraguay and Uruguay totalled \$201.1 million in 1977 (predominantly with Argentina and Chile), compared to \$127.4 million in 1976. Collaboration continued on nuclear affairs in Argentina; the construction of a CANDU reactor was in progress and discussions were held on further co-operation in the atomic field.

By the end of 1977, Canada had authorized the immigration of 6,470 Chilean refugees who had been caught in the upheavals in that country, including 110 political prisoners and 225 dependants.

## Central America and the Latin Caribbean

The focus of relations with the six countries of Central America and with Haiti and the Dominican Republic has also been on increasing development assistance and on promoting trade. El Salvador, Honduras and Haiti were countries of concentration for development-assistance programs begun earlier in the decade. Completion of existing projects and the planning of new ones continued in 1977. Canadian trade with the countries of the region was not extensive compared to that with Canada's leading trade partners in Latin America, but it nevertheless totalled \$258.4 million in 1977. As the Central American and Caribbean countries continue to develop their resources and industries, opportunities for expanded trade may increase, particularly in the sectors of transportation, power and forestry. Canadian investment in this region exceeded half a billion dollars, the larger part in Guatemala, the Dominican Republic and Panama.

More Canadians travelled to Central America and the Latin Caribbean in 1977 than ever before, Haiti and Costa Rica being the leading destinations. This trend is expected to continue as Canadians become more aware of the attractions of the region.

## Cuba

The effect on Canada's relations with Cuba of the Prime Minister's 1976 visit provided a number of opportunities to improve these relations during 1977. The Canada-Cuba Joint Committee on Economic and Trade Relations met in Havana to discuss the current bilateral trade situation and to explore ideas for new trade and investment opportunities. The flow of Canadian tourists into Cuba continued at a high level. A number of official visits demonstrated the growing diversity of Canada's relations with the island republic. The Cuban Minister of Health came to Canada to discuss details of the health agreement signed in Havana in 1975. Fisheries and Environment Minister Roméo LeBlanc visited Cuba to sign a fisheries agreement. In November, Premier Regan of Nova Scotia went to Havana to look into trade and investment possibilities. It was expected that further contacts of this kind would reveal new opportunities in these areas.



# Commonwealth Caribbean

Canada's links with the Commonwealth Caribbean have existed for several hundred years, from the days when Canadian timber and salt fish were exchanged for Caribbean rum and sugar. It was natural that close relations should be formed with the islands of the region that, like Canada, had inherited British parliamentary traditions and the English language and had developed democratic forms of government within the British Empire and later in the context of free association within the Commonwealth.

The Commonwealth Caribbean is composed of six independent countries, five states "in association with the U.K.", and six British dependent territories. With the exception of the Bahamas, the representative of which is accredited from Washington, D.C., all the independent Commonwealth Caribbean states maintain high commissions in Ottawa and, in most cases, consular establishments in a number of major Canadian cities. Canada's representation in the region consists of high commissions in Trinidad and Tobago, Jamaica (also accredited to the Bahamas and Belize), Barbados (also accredited to Grenada, the West Indian Associated States and Montserrat), and Georgetown (with dual accreditation to Suriname). The Consul General in New York is accredited as Commissioner to Bermuda.

Commercial links between Canada and the Commonwealth Caribbean expanded during 1977. Canadian exports for the first ten months of the year increased from \$90 million to \$120 million. Imports from the region rose sharply to \$122 million, an increase of \$80 million over the figure for 1976, and were accounted for by increased Canadian purchases of Caribbean sugar and petroleum products. The largest increase in bilateral trade was between Canada and Trinidad and Tobago. Canadian investment in the region remained high, at \$350 to \$400 million, concentrated mostly in the alumina-bauxite industry, in banking, tourism and light manufacturing. Investment totals were down from the previous year as some governments, notably Trinidad and Tobago, purchased and localized foreign-owned operations.

The Commonwealth Caribbean remains a favourite region for vacationing Canadians, and a number of Canadians have established permanent residence there. Another aspect of the important personal ties that characterize relations between Canada and the region is the flow of immigrants and the growth of large and articulate Caribbean communities in many of Canada's larger cities. Jamaica and Guyana continue to rank in the top ten as immigrant source countries.

Government leaders from the Commonwealth Caribbean visit Canada quite frequently to meet with their Canadian counterparts; a number of such visits took place during 1977. Prime Minister Burnham of Guyana, accompanied by senior ministers, paid a state visit to Canada in October, during which discussions were held on Canada's bilateral development-assistance program, the "North-South Dialogue" and other regional and multilateral matters of mutual concern. The Prime Ministers of Jamaica and Grenada also visited Ottawa, as did the Premiers of Belize, Antigua and St. Christopher-Nevis-Anguilla. Canada welcomed attorneys-general to Winnipeg for the August meeting of the Commonwealth law ministers and the annual Commonwealth finance ministers' meeting, which was held in Barbados, was attended by the newly-appointed Canadian Finance Minister Jean Chrétien. Parliamentarians had an opportunity for exchange and discussion when the Commonwealth Parliamentary Association met in Ottawa in September. The tradition of Canadian naval visits to countries of the region was continued in 1977, when Canadian ships visited Barbados, St Lucia and St Vincent. Under Commonwealth schemes for exchange and training, military personnel from Trinidad and Tobago, Jamaica and Guyana underwent training in Canada for various periods.

In recognition of the Commonwealth Caribbean's interest to Canada and to Canadians, the Canadian Broadcasting Corporation sent a reporting team to the area early in the year, which resulted in firsthand reports on the region's political and economic situation. Elections in the Bahamas returned an incumbent government, while in the Eastern Caribbean the move towards independence among several of the West Indian Associated States continued.



During the Commonwealth heads-of-government meeting in London, a ministerial committee on Belize was established, made up of eight Commonwealth members, including Canada, Barbados, Jamaica and Guyana. The first meeting took place in September. Canada, with several other nations, cosponsored a resolution on the independence and territorial integrity of Belize at the thirty-second session of the United Nations General Assembly, which was adopted by a large majority.

### **Economic developments**

The past year saw little moderation of the serious economic difficulties encountered by countries of the Commonwealth Caribbean. Balance-of-payments deficits and unemployment continued to plague most states, as did low prices for main export products. Recognizing the serious economic and developmental problems of the region, the World Bank called a conference on economic development in the Caribbean. The organizational meeting was held in Washington in December, with participation by recipient countries and donors like Canada with substantial interests in the region. Consensus was reached that a formal consultative group would be established to provide a framework for the periodic review and co-ordination of activities directed towards accelerating economic development in the region.

The Commonwealth Caribbean continued to be an area of concentration for CIDA's development-assistance programs. The Canadian International Development Agency and recipient governments agreed that generation of productive employment opportunities should be the prime focus of the programs. The emphasis on infrastructural projects was changed to concentrate on forestry, fisheries and agriculture. Canada continued its participation in the Caribbean Development Bank and supported such institutions as the University of the West Indies, Leeward Islands Air Transport (LIAT) and the West Indies Shipping Company (WISCO).

Negotiations between Canada and the Caribbean Community and Common Market (CARICOM) states to develop a trade and economic agreement continued. It would replace the 1912 and 1925 West Indies Agreement and the 1966 Protocol, which is no longer a suitable instrument to govern Canadian-Caribbean trade in view of CARICOM's adherence to the Lomé Convention.

The Commonwealth Caribbean countries continued to pursue regional economic co-operation through such institutions as the Caribbean Development Bank and CARICOM. Certain strains developed within the latter institution as a result of import controls imposed by several regional members in their attempts to resolve their balance-of-payments difficulties and their shortage of foreign exchange.

# United States

The year 1977 was one of notable achievement in Canada/United States relations, and was marked on both sides by willingness to consult on policies or actions that might affect the interests of either country.

During the year Canada continued to give high priority to its relations with the United States. In recognition of the importance, scope, complexity and need for careful co-ordination of those links, the Secretary of State for External Affairs announced in April the establishment within the Department of a separate Bureau of United States Affairs.

In February, Prime Minister Trudeau, accompanied by the Secretary of State for External Affairs, made an official visit to Washington, so becoming the second head of government to do so since the inauguration of the new Administration. In addition to having frank and cordial discussions with President Carter on a variety of bilateral and international issues, Mr Trudeau became the first Prime Minister of Canada to address a joint session of Congress.

The *rapport* established between the Prime Minister and President Carter, and between other members of the Canadian Government and the U.S. Administration, influenced positively the handling of a number of important issues during the year. An Interim Fisheries Agreement concluded early in the year allowed time for efforts to reach a settlement of maritime boundary delimitation and related resource issues; later, special negotiators were appointed to seek a comprehensive settlement. Particularly significant was the successful negotiation of an agreement to permit the construction of a pipeline to transport northern natural gas across Canadian territory to southern markets. A visit to Ottawa by U.S. Attorney-General Griffin Bell, made at the request of the President, launched renewed efforts to establish principles and mechanisms governing the application in one country of anti-trust laws and activities of the other. The year 1977 also saw the signature of a Transit Pipeline Treaty and an Interim Nuclear Co-operation Agreement, as well as the initialling of an agreement to establish a new toll structure for the St Lawrence Seaway. Mr Trudeau visited

Washington a second time in September to attend the ceremony marking the signing of the Panama Canal Treaties and to confer again with President Carter.

During the year, many Canadian cabinet ministers met their U.S. counterparts, either in Washington or in Ottawa, and personal contact and consultations were maintained between Canadian Parliamentarians and U.S. Congressmen. The eighteenth meeting of the Canada-U.S. Interparliamentary Group was held in Victoria, B.C., from May 27 to 31, and issues of interest to the legislators from the two countries were discussed. At the end of the year, preparations were being made for a visit to Canada early in 1978 of Vice-President Mondale and Mrs Mondale.

## Economic questions

Canada and the United States continued in 1977 to be each other's largest trading partners. Two-way trade exceeded \$60 billion—the largest bilateral trading link in the world. Canada achieved a small surplus on merchandise account with the United States but sustained a considerable deficit on current account, as service and dividend payments increased and the deficit on travel account climbed sharply. Canadian borrowing in the United States during the year was somewhat less than in 1976, owing partly to the narrowing of the U.S.-Canadian interest-rate differential and the competitiveness of European capital markets.

Because of the breadth of economic relations between the two countries, a great many issues were, as in previous years, under active discussion between the governments. There was continuing concern about the possible extension to Canada of U.S. anti-trust investigations and certain U.S. trade regulations. At a meeting in Ottawa in June between the U.S. Attorney-General and Canadian ministers, it was agreed to establish a mechanism to provide more extensive consultation and co-operation in anti-trust matters. Officials began working on a definition



of the principles to be applied by this mechanism. A particular focus of attention in the anti-trust field throughout 1977 was on the differences between Canada and the United States over legislative and judicial proceedings concerning international uranium-marketing arrangements. Bilateral consultations were begun at a senior level with the aim of reaching an acceptable accommodation on this issue.

Two-way trade in automotive products approached \$20 billion in 1977, constituting a significant portion of the total trade between Canada and the United States. During the year, Canada sustained a net deficit in the automotive sector of \$1,054 million, about the same as in 1976. This deficit, together with the need to achieve greater fuel efficiency and adhere to environmental requirements, necessitated keeping the future of the North American industry under review. Studies undertaken by government officials in Canada and the United States on the state of the industry and its prospects were released in 1977, and consultations continued on trade in this sector.

In June, following meetings with U.S. authorities, Canada put into effect a system of individual export permits for beef and veal in order to ensure orderly marketing of those products within the levels of trade envisaged in a 1976 exchange of letters with the United States. The United States formally requested consultations with Canada in the event that the Canadian Government wished to implement any of the Tariff Board's recommendations on fresh and processed fruits and vegetables or to establish import controls on broiler chickens as part of a national marketing agency for chicken. Assurances were given of Canada's willingness to consult under such circumstances.

Discussions were held on a number of measures that reflected growing protectionist pressures on government in both the United States and Canada and that could affect traditional markets and markets and trading patterns negatively. In the United States, protective action was instituted or proposed with regard to zinc, copper and a number of other products. In addition, proposals for stronger domestic preferences in government

purchasing were put before Congress. After consultation with the U.S., Canada agreed to reduce certain tariffs in return for measures taken to protect the Canadian clothing and textile industries. Discussions were also held about ways to mitigate the effects of the U.S. steel "trigger-price scheme" on Canadian exports of steel products.

During the year, Canada made a strong argument for relief from the serious effects on the Canadian convention industry of a new U.S. tax provision that limited the number of tax-deductible conventions Americans could attend abroad to two and imposed stricter spending limits and reporting requirements on conventions held abroad than on those held in the United States.

There were frequent consultations between the two countries on a variety of questions of international trade and finance, which were held both in a bilateral context and also in international forums such as the MTN, GATT, the OECD, the IMF and the United Nations. The U.S. Special Trade Representative, Robert Strauss, visited Ottawa in September to discuss the multilateral trade negotiations (MTN) and world trade problems with Canadian ministers.

Agreement was reached on a revised tariff of tolls for the St Lawrence Seaway, to take effect with the opening of the 1978 navigation season. The agreement between the (Canadian) St Lawrence Seaway Authority and the (U.S.) St Lawrence Development Corporation was to be formalized by an exchange of notes between the two governments.

## Energy

Energy issues retained a high profile in Canadian-U.S. relations during 1977. The Transit Pipeline Treaty, guaranteeing reciprocal security of passage and non-discrimination to the hydrocarbon resources of each country crossing the other in pipelines existing or planned, was signed in January and ratified in September. The major energy development of the year was the negotiation of an agreement



on the principles applicable to a northern gas pipeline. This agreement provides a bilateral framework for construction and operation of a line that is to carry, initially, Alaskan gas to U.S. consumers and subsequently to carry Northern Canadian gas to consumers in Southern Canada.

Early in 1977, Canada agreed to increase exports of natural gas on an emergency basis to those areas of the United States hardest hit by severe winter weather and energy shortages. Bilateral consultations took place during the year on the problem of oil supply to the "Northern Tier" states, which were dependent on Canada for supply; these consultations led to agreement on oil "swaps" amounting to over 60,000 barrels a day in both directions. These and other developments in bilateral co-operation on energy questions have enhanced understanding in the United States of Canada's energy-pricing and -export policies, i.e. of phasing-out Canadian oil exports and increasing gas and oil prices in accordance with world trends. Long-standing co-operation between Canada and the United States on nuclear matters was reinforced by the signing in November of an interim bilateral agreement to permit continued co-operation and trade between the two countries in atomic materials.

Canada co-operated with the United States and other countries in the International Energy Agency and at the Conference on International Economic Co-operation in the consideration of international energy and related questions.

## Environment

Both Canada and the United States continued to give high priority to transboundary environmental issues. Bilateral co-operation in seeking mutually-satisfactory solutions to problems of environmental protection along a common border has dated from the 1909 Boundary Waters Treaty and the establishment of the International Joint Commission (IJC). Frequent consultations and negotiations between the two governments have been necessary on a great variety of projects. A valuable role has also been played

by the IJC, which, besides its regulatory and advisory functions, has undertaken special studies, at the request of the two governments, designed to recommend courses of government action in some areas. The IJC has had a particularly active role in dealing with matters of water quality and levels in the Great Lakes.

An encouraging development of 1977 was the assurance received from President Carter concerning the Garrison Diversion project in North Dakota, in response to Canada's request that further action be delayed in view of the possible injurious effects of the project on health and property in Manitoba. The IJC recommended fundamental revisions in the project that would protect Canadian interests. Bilateral consultations continued on such questions as West Coast tanker traffic from Alaska, drilling in the Beaufort Sea and the construction of thermal-power plants on the East Poplar River in Saskatchewan and at Atikokan, Ontario. Careful attention continued to be given to cleanup operations in the Great Lakes, and the two governments began a review of the operation and effectiveness of the 1972 Great Lakes Water Quality Agreement. The long-range transportation of air-pollutants was an issue of growing interest to both governments.

## Maritime boundaries and fisheries

In view of the extension by both Canada and the United States early in 1977 of their respective fishing-zones to a 200-mile limit, negotiations were begun on the settlement of the four unresolved maritime boundaries between Canada and the United States—viz. the Gulf of Maine, the Beaufort Sea, the Strait of Juan de Fuca and the Dixon Entrance. In August, both countries appointed special negotiators to try to reach a comprehensive settlement of maritime boundaries and related resource issues. The Canadian special negotiator and his U.S. counterpart submitted an interim report to both governments on October 15 concerning the principles of a comprehensive settlement. They recommended establishment of a joint fisheries commission for the co-operative management of fish stocks of common concern, proposed arrangements for the sharing of hydrocarbon resources in boundary areas, and expressed hope that a satisfactory

solution of the resources issues and a mutually-acceptable agreement would be possible on the maritime boundaries of the two countries. Intensive negotiations continued during the latter part of the year. A further report was expected from the negotiators in March 1978.

## **Defence**

During 1977, Canada and the United States continued to co-operate on a range of bilateral defence questions. Agreement was reached to permit U.S. military aircraft to disperse to selected bases in Canada in times of crisis, in accordance with policy recommendations made in the Canadian White Paper on Defence. The Canada/United States Joint Board on Defence held discussions during 1977 on such issues as the redefinition of NORAD boundaries and the modernization of air-surveillance and control systems.

## **Public affairs**

There has been a growing recognition that public-affairs activities are an indispensable complement to direct government and commercial contacts by Canadian representatives abroad. The largest portion of the Department's public-affairs resources has been directed towards the United States. The Canadian Embassy in Washington, and the eight consulates general and seven consulates in the United States, launched a number of public-affairs programs in 1977, concentrating on relations with the information media. When Prime Minister Trudeau visited Washington in February to meet President Carter, the posts in the United States conducted a media campaign that contributed to extensive coverage of the event and appreciation of the issues discussed. Widespread media attention and positive editorial opinion in the United States on the Canada-U.S. northern natural-gas pipeline agreement were fostered by the public-affairs efforts of the posts, which were also active in providing current and balanced information on the Canadian national-unity issue. The posts continued to encourage the development of Canadian studies programs at important universities in the United States. There was also a considerable co-ordinated effort to make Canadian literature and the Canadian visual and performing arts better known to U.S. audiences. (See also chapter "Public Affairs and Press Relations".)





# Functional Activities

# Defence relations

## NATO

Canada was one of the 12 original signatories of the North Atlantic Treaty. Successive Canadian Governments have maintained that the country's security remains linked to that of both Europe and the United States - a view shared by other members of the Alliance. Canada has supported the idea of collective defence and remains convinced of NATO's important political role in the reduction, and eventual removal, of the underlying causes of potential East-West conflict through negotiation, reconciliation and settlement.

The Government has implemented its commitment to collective defence and to the Alliance by decisions taken after extensive review of Canada's defence structure. In November 1975, it announced that capital expenditure for defence would be increased, in real terms, by 12 per cent each year for five years, until capital expenditures reached at least 20 per cent of the total defence budget. The replacement of certain equipment of the Canadian Forces was also approved in principle. In 1976, arrangements were made to purchase a new long-range patrol aircraft, designated the CP140 *Aurora*, and a new main-battle tank, the *Leopard I*. Preliminary decisions were made by the Government during 1977 for acquiring new ships and fighter aircraft for the Canadian Forces.

Members of the Alliance continued to experience, in varying degrees, the impact of severe inflation and other economic problems. An adequate level of defence capability had to be maintained in the face of serious strains on the economies of some of the allies. Alliance members, including Canada, continued to seek economies by increasing specialization in the development, production and acquisition of military equipment in order to avoid costly duplication of effort.

Canada's membership in NATO also continued to be a factor in the development of its political, economic and scientific-technological relations with Europe, by which it sought to counterbalance its relations with the United States. The Alliance has allowed—indeed, has obliged—both Canada and the United States to maintain a deep interest in European affairs, and has exemplified the

interdependence of Europe and North America. It has also provided Canada with an opportunity to consult regularly with 14 other countries (including eight of the nine members of the European Community) on a variety of political and military questions.

The value of the consultative process afforded by the Alliance was again demonstrated in May, when the heads of government of member countries participated in the spring ministerial meeting of the North Atlantic Council, held in London. Three major initiatives were agreed to by the Council, viz. a fresh study of the long-term trends in East-West relations and their implications for the Alliance; a request that defence ministers initiate and develop a long-term defence program and encouragement for closer co-operation among the members in all aspects of defence production. Work has been proceeding on all three. Interim reports were provided to foreign and defence ministers at their meetings in Brussels in December looking towards the Council meeting in Washington on May 30-31, 1978, in which heads of government are again to participate.

## North American defence co-operation

Complementing its NATO commitments in Europe, Canada has co-ordinated its defence efforts very closely with those of the United States. The first aim of Canadian defence policy has been to ensure that its sovereignty is respected on land, in the air and at sea in conjunction with arrangements of mutual support for the defence of North America.

The Permanent Joint Board on Defence, created in 1940, played the principal consultative role in Canada-U.S. defence co-operation. In 1977, the Board examined and discussed a wide range of defence topics of mutual interest, including modernization, surveillance and control systems, procedures for the cross-border movement of military aircraft and redefinition of NORAD regional boundaries.

There are some 800 agreements, treaties, memoranda of understanding and other arrangements relating to Canada-U.S. defence co-operation. The North American Air Defence Command (NORAD) was the creation of one of the most important of these bilateral agreements. A new configuration of NORAD regions is to go into effect about 1981, creating seven regions, two of which will be entirely in Canada. These will be controlled by regional-operations control centres in North Bay and Edmonton.

Other elements of North American defence co-operation include joint maritime exercises by ships and aircraft of the two navies off the Atlantic and Pacific coasts. On land, units of Canadian Mobile Command exercise with the U.S. Army, both in Canada and the United States.

Arrangements for the sharing of defence production, systematized since 1953, have facilitated closer co-operation in defence development and production. These arrangements have enhanced Canada's ability to contribute to the strengthening of the North American defence-base. In the years 1958-73, cross-border military trade between Canada and the United States totalled \$6 billion.

There are also arrangements for search-and-rescue operations, weather reporting, civil-emergency planning, northern research, and many other activities involving the forces of both countries.

## Peace-keeping

The Canadian Government continued to support the notion of peace-keeping as an alternative to the resolution of international problems by force, and to provide this support in practical ways. In 1977, over 1,600 Canadians served abroad as peace-keepers, including over 1,100 with the UN Emergency Force (UNEF) and the UN Disengagement Observer Force (UNDOF) in the Middle East, and 515 with the UN Force in Cyprus (UNFICYP). Canada continued to participate in two observer missions - the UN Truce Supervisory Organization (UNTSO), with 20 military observers, and the UN Military Observer Group in India and Pakistan (UNMOGIP), with nine military observers—both of which were established in 1948.

Although the situation in each of the peacekeeping theatres remained relatively stable during 1977, progress towards the solving of underlying political problems was slow. Towards the end of the year a dramatic exchange of visits by the President of Egypt and the Prime Minister of Israel raised hopes for substantial progress in the new year. However, in Cyprus there was little evidence of a mutual disposition towards reconciliation and serious negotiation, though it was hoped that renewed efforts would be made early in 1978. (See also "United Nations") ✓

## Military-training assistance

An interdepartmental committee chaired by the Department of External Affairs administers the Military-Training Assistance Program. Where positions are available, training is provided, on request, for personnel of the armed forces of selected developing countries. The program provides basic officer, junior-staff and military-trades training courses.

In 1977, over 100 foreign candidates, primarily from Africa and the Caribbean, were trained in Canada, of whom approximately 30 per cent attended officers' courses. Three Canadian officers helped set up the new Ghanaian Armed Forces Staff College, where they are now serving as instructors.



# Arms control and disarmament

Although no major arms-control and disarmament agreement was reached during 1977, the year was one of intensified international effort in several important fields, both in the United Nations context and outside it. In this sense, work accomplished by the international community in arms control and disarmament was, in effect, preparatory to, and aimed at ensuring the success of, a number of major steps forward expected in 1978. Canada's own efforts intensified in a number of areas, reflecting the Government's determination to do what it could to contribute to real progress and to ensure that momentum was not lost.

## Strategic Arms Limitation Talks (SALT)

The most urgent and important arms-control issue now under negotiation remains the long-sought additional agreement between the two major nuclear powers to curtail the strategic-nuclear-arms race and begin the process of reducing nuclear arsenals. It is essential to the improvement of East-West relations and the continued development of *détente* that the U.S.A. and the U.S.S.R. agree to limit the further growth and refinement of strategic nuclear arms, in order to enhance the stability of the strategic balance and so reduce the risk of war.

In 1972, the U.S.A. and U.S.S.R. signed initial agreements on the limitation of strategic nuclear arms (SALT I), and in 1974, at Vladivostok, they reached an understanding on the outlines of a further agreement, SALT II. New proposals were put forward by the U.S.A. in early 1977, and by the end of the year negotiations had progressed sufficiently to give rise to optimism that agreement on SALT II might be reached early in 1978.

Both in NATO and through bilateral channels, Canada was able to register support for early agreement on measures that would halt and eventually reverse the nuclear-arms race.

## Non-proliferation

Because of its own advanced capabilities in nuclear technology, Canada has recognized a special responsibility in the field of non-proliferation and has assigned it a high priority. Canada continued its efforts to broaden and reinforce the international non-proliferation system. At the thirty-second General Assembly, Canada co-sponsored a resolution, which received wide support, calling upon those states that had not done so to adhere to the Non-Proliferation Treaty or at least accept IAEA-administered safeguards on their entire nuclear programs.

Canada was active in supporting, together with the U.S., a proposal for a Nuclear-Fuel-Cycle Evaluation (INFCE) program, and was chosen co-chairman of INFCE's working group on fuel and heavy-water availability. INFCE is exploring, on a co-operative basis in the international community, ways of reducing the particular proliferation risks inherent in the nuclear-fuel cycle and in the growing international production and transfer of plutonium (See also "Economic and technological affairs".)

## Nuclear testing

During 1977, the U.S., Britain and the U.S.S.R. began negotiations to end nuclear testing, recognizing that such cessation need not await the participation of all nuclear-weapon states. To date, the negotiations have centred on the questions of verification, whether all explosions should be banned, including so-called peaceful nuclear explosions, and whether the treaty should come into effect without the participation of all nuclear-weapon states. The three-power negotiations are aimed at reaching agreement on the key elements for a treaty. The Geneva Disarmament Conference would then undertake the multilateral phase of negotiating a test-ban treaty.

With negotiations on a comprehensive test-ban treaty under way, the UN General Assembly adopted by consensus a resolution co-sponsored by Canada, setting the objective that negotiations leading to such a treaty be successfully concluded in the near future.

## Chemical weapons

Canada is a party to both the 1925 Geneva Protocol, which prohibits the use of chemical and bacteriological (biological) weapons, and the 1972 Convention, which bans the production and possession of bacteriological weapons. In 1977, the U.S. and the U.S.S.R. began negotiations on a joint approach to solving problems that had impeded earlier progress towards the banning of chemical weapons, not the least of which was effective verification. In order to maintain the momentum towards achieving agreement on effective measures to prohibit the development, production and stockpiling of chemical weapons and to bring about their destruction, Canada successfully co-sponsored a resolution at the 1977 UN General Assembly urging the vigorous pursuit of this object. It is expected that the Geneva Disarmament Conference will continue to give special attention to this area in 1978.

## UN special session on disarmament

The Canadian Government views the UN special session on disarmament, to be held in New York from May 23 to June 28, 1978, as an opportunity for the international community to provide new impetus to efforts towards greater progress in curbing and reversing the arms race. Consequently, as a member of the preparatory committee, Canada has been actively engaged in preparations for the special session. It submitted to the Secretary-General a number of action-oriented proposals, which included: 1) the establishment of an international register of arms transfers to which all UN member states would submit full information; 2) a conference between recipients and suppliers to restrict such transfers on a regional basis; 3) regional arms-control conferences to deal with local arms races through agreed measures of restraint; 4) the holding of a follow-up special session, after an unspecified interval, to review progress towards the specific targets to be set by this special session. (See also "United Nations".)

## Mutual and balanced force reductions (MBFR)

Canada has participated directly in the second principal East-West arms-control negotiations now in progress, the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe. In these negotiations, which began in Vienna in 1973, NATO and the Warsaw Pact have been seeking agreement on ways to reduce the level of armed confrontation in the area of its greatest concentration. The negotiations were made possible by a general relaxing of Cold War tensions and an improvement in the relations between the U.S. and U.S.S.R., reflected in the 1972 SALT agreements and the agreement to convene the Conference on Security and Co-operation in Europe. As had been expected, there has been considerable difficulty, and progress has been slow. By the end of 1977, no agreement was yet in sight. Canada has expressed the belief that a balanced reduction in the level of armed confrontation between East and West will improve the political climate and reduce the possibility of war, and has remained convinced that its security is inseparable from that of Western Europe. Accordingly, within the NATO alliance Canada has been a consistent supporter of MBFR and has contributed as far as possible to the formulation of policy and the conduct of the negotiations.

## Seabed treaty review conference

As a party to the 1970 Seabed Treaty, which, in effect, made the seabed and ocean-floor beyond a 12-mile coastal band a nuclear-weapon-free zone, Canada participated in the review conference held in Geneva from June 20 to July 1, 1977. The conference was convened pursuant to Article VII of the treaty, five years after the treaty entered into force, to review its operation and to ensure that its purposes were being successfully realized. The Canadian delegate was unanimously elected chairman of the drafting committee, which successfully carried out the principal work of the conference in preparing its Final Declaration. This document, which was adopted by consensus, concluded, after a clause-by-clause examination of its provisions, that the treaty had been implemented satisfactorily and reaffirmed the commitment of parties to its aims, notably that of preventing an arms race in nuclear weapons or any other type of weapon of mass destruction on the seabed.



# Economic and technological affairs

## General economic policy

The importance of Canada's international economic relations has been increased by a number of factors and tendencies that have been manifest since 1973 and show signs of persisting for the remainder of the decade. The impact on Canada of oil-price changes, continuing balance-of-payments surpluses for Japan and Germany, and wide fluctuations in international exchange-rates have underlined the close relation between Canada's international and domestic economic policies.

The major Western trading nations (the United States, Japan, Germany, France, Britain, Canada and Italy) have responded to the need to promote economic co-operation by means of economic "summitry". At the London economic summit meeting in May 1977, government leaders acknowledged the urgency of creating more jobs while continuing to reduce inflation. They particularly emphasized the problem of unemployment among young people. They committed their countries to targets for their domestic economies and accepted commitments to strengthen the international trading system and reject protectionism. In addition they called for improved international financing facilities and for energy-conservation and diversification of production.

In June 1977, the Conference on International Economic Co-operation (CIEC), or the "North-South Conference", in which Canada played a major role as co-chairman, ended its work. It had significant achievements to its credit, though there was also major disappointment about its unrealized goals. Support was achieved for the notion of a common fund for commodity-price stabilization; agreement was reached on a \$1-billion International Fund for Agricultural Development; commitments were made on future levels of development-assistance; and agreement was reached on some elements of a comprehensive program of energy co-operation.

At the OECD Ministerial Council meeting in Paris in June, Canada called on countries to consolidate the achievements of the CIEC. The 24 participating governments adopted a special declaration on their relations with the

developing world, which expressed their willingness to continue the dialogue on co-operation to build a more equitable and stable economic system. They also reaffirmed their support for the OECD strategy for sustained world economic expansion: a progressive return to full employment and price stability. The OECD members also agreed to renew the "trade pledge" that encourages member governments not to resort to restrictive trade measures in reaction to domestic economic difficulties.

The resumed thirty-first session of the United Nations General Assembly evaluated the work of the CIEC in the autumn of 1977. On the basis of this evaluation, the thirty-second regular session, which followed immediately, established an "overview" committee for North-South issues, with the aim of strengthening the UN General Assembly's role in the North-South discussions. The thirty-second session also discussed preparations for establishing a new international development strategy for the 1980s.

In their annual meetings in September, the International Monetary Fund and the World Bank focused attention on efforts by the non-industrialized countries to achieve economic recovery. The responsibilities of countries with major balance-of-payments surpluses were stressed.

These meetings were only part of the international process of economic consultation. Canada also participated in regular international economic discussions UNCTAD, the OECD, NATO, the CSCE, G-7 and the regional development banks. Bilaterally, Canada negotiated double-taxation agreements and held trade talks with a number of countries, as outlined elsewhere in this review. Changes in Canadian commercial and economic policies concerning South Africa were announced, as well as measures implementing Canadian policy with regard to the Arab trade boycott of Israel.

In review, 1977 was a difficult year for the world economy. Domestic and international developments combined to create additional obstacles to the maintenance of a more equitable international economic system. As an industrialized country, Canada continues to play an important role in seeking to resolve these difficulties.



## Commercial policy

Movement towards recovery of the world economy from recession proved to be a slow and delicate process during 1977. For most countries, expected real-growth levels were not achieved and high unemployment and inflation persisted. These conditions led to increasing pressures in industrial countries to protect domestic industries from import competition.

In Canada, unemployment, especially on a regional basis, created pressures for such protection. The Canadian Government continued to monitor the effectiveness and appropriateness of Canada's tariff and import policies throughout 1977 and some changes were made. For example, GATT safeguards were used to impose global quotas on footwear and textile imports, taking into account recommendations of independent review mechanisms such as the Anti-dumping Tribunal and the Textile Clothing Board.

Commercial policies established to encourage domestic production and to stabilize and protect producers' incomes have also had significant effects on the competitive position of foreign suppliers. During 1977 the Government consulted with various groups in Canada on a national food strategy, which included the receiving of submissions on the roles to be played by both Canadian and foreign suppliers in meeting domestic food needs. The Canadian Tariff Board recommended changes to the tariff schedule for fruits and vegetables, which indicated that further consultations would be necessary if the Board's recommendations were to be implemented. In 1977, the Government put into effect certain tariff reductions on products of special interest to developing countries.

During the year negotiating positions for countries participating in the multilateral trade negotiations (MTN) were agreed upon in time for resumed negotiations to begin early in 1978. Canada recognized that countries must strengthen the framework for fair and orderly trade in order to contain the pressures being exerted for restrictive actions, which might set off a spiral of import protection and retaliation among trading partners. If such a climate of

trade restriction and disruption were allowed to develop, countries would probably turn inward in the 1980s, to the detriment of the world economy, and to the particular detriment of countries, such as Canada, whose economic well-being depends so much on international trade.

Protectionist pressures and the need to liberalize trade have been major factors in Canada's bilateral trade considerations. Some of the largest customers for its manufactures and agricultural products in 1977 were the same countries that wished, for example, to export textiles and footwear to Canada to balance trade.

In 1977 Canadian commercial policies sought a balance between the requirement to protect some domestic producers from injurious competition and Canada's aim, in the MTN and elsewhere, of moving towards a more open international trading environment.

## Commodities

Much of the considerable international activity in the commodities area during 1977 was connected with the Integrated Program for Commodities adopted at the UN Conference on Trade and Development (UNCTAD) in 1976. This program called for international negotiation on a list of commodities of concern to developing countries, many of which were also important to Canada both as an importer and as a major exporter on world markets. Canada participated in over 30 meetings in connection with the Integrated Program, dealing with copper, iron ore, phosphates, rubber, tea, tropical timber, vegetable oils, jute and hard fibres. As a major exporter of copper, Canada was specially interested in the series of UNCTAD meetings that brought producers and consumers of copper together to review problems in world markets. These meetings may eventually result in more enduring consumer-producer arrangements for copper.

The International Sugar Agreement of 1973, which lacked economic provisions, was, as the result of two sessions of the United Nations Sugar Conference, in April-May and September 1977, replaced with a new instrument. Canada was active in the negotiations leading to this agreement, which was to come into force in January 1978. The new agreement was designed to help stabilize

free-market sugar prices, to the benefit of both producers and consumers. Canada was also involved during 1977 in the preparations for a major conference to consider a new International Wheat Agreement, which was scheduled to take place early in 1978.

The establishment of a Common Fund to assist in stabilizing commodity prices through support for the buffer-stocking operations of international commodity agreements was a major concern of North-South relations during 1977. Two sessions of the Common Fund conference were held in Geneva, in March-April and in November. While developed and developing countries were not able to resolve their differences on the financing and objects of the Common Fund, some progress on the complex issues involved was made at the two sessions. By the end of 1977, both developed and developing countries had begun to prepare for the resumption of Common Fund negotiations in 1978.

## Energy

During the year, the likelihood of a global oil-supply shortage as early as the mid-1980s greatly concerned policy-makers in the industrialized countries, as well as in the oil-exporting and -importing developing countries. Although no breakthrough in international co-operation to prepare against the coming tight supply situation was achieved during the year, there was at least some progress. The industrialized countries in the International Energy Agency (IEA) agreed on measures to help reduce their dependency on imported crude oil. The Conference on International Economic Co-operation ended in 1977 without agreeing on institutional agreements for dealing with international energy questions, though it did produce a program for international co-operation on energy. Finally, the OPEC countries, after weathering a potentially divisive two-tier oil-price split in the first half of the year, ended 1977 with a decision not to increase the world price of oil, at least during the first half of 1978.

Alastair Gillespie, Minister of Energy, Mines and Resources, served as chairman of the meeting of the IEA Governing Board held in Paris in October. To meet the risk that the

world might have to face a shortage of oil and other forms of energy as early as the 1980s, the Board adopted a decision on IEA group objectives and principles for energy policy. This decision set an aim of holding total oil imports by IEA members to 26 million barrels a day during 1985, and established principles to reinforce the energy policies of members to meet that objective. Canada participated further in IEA co-operative agreements on energy research and development, and continued to contribute to IEA activities for emergency oil-sharing and for monitoring the world oil market.

The Conference on International Economic Co-operation, of which Canada and Venezuela were co-chairman, ended in June. Canada was active in the CIEC's energy commission which, in the end, failed to agree on the establishment of a follow-up mechanism for co-ordinating international co-operation on energy. However, the conference did reach a consensus that it was in the world community's interest to bring about a smooth transition from an international energy economy based on hydrocarbons to one based on higher-cost alternative and renewable sources of energy. The CIEC commission also produced an International Energy Co-operation and Development Program that could provide a basis for future action.

In the immediate post-CIEC period, Canada's approach has been to encourage practical means of advancing co-operative energy programs through all available bilateral and multilateral channels. During 1977, co-operation on energy between industrialized and developing countries was discussed by the World Bank and the IEA. No substantive action on energy was taken at the thirty-second session of the UN General Assembly.

Throughout the first half of 1977 there were two prices for OPEC oil, because Saudi Arabia and the United Arab Emirates decided to raise their prices by only 5 per cent on January



1977, as opposed to the 10 per cent favoured by the other 11 OPEC countries. Although this split was resolved in July, when all members decided to remain at the 10 per cent level for the remainder of the year, the differing approaches within OPEC were manifested again in the discussions on 1978 price levels prior to the December 20 OPEC meeting in Caracas. Since that meeting did not reach agreement on new prices, the OPEC marker crude price was to remain at the July 1977 level (\$12.70) for the first months of 1978. This outcome reflected the current, and temporary, oversupply in the world oil market, as well as an appreciation by some of the most influential OPEC members, including Saudi Arabia and Iran, of the serious effect further abrupt oil-price rises might have on Western economies.

## Non-proliferation

During 1977 Canada made substantial progress in implementing its policy, announced in December 1974 and further refined during 1976, on the safeguards applicable to nuclear exports. Agreements meeting the stringent requirements of Canadian safeguards policy were signed with Sweden on September 27 and with Romania on October 24. An agreement was also signed with the United States on November 15, which provided for interim safeguards pending passage of legislation by the United States to enable it to negotiate a more definitive agreement. Negotiations with the principal purchasers of Canadian uranium, the European Community and Japan, continued during 1977. Towards the end of the year, negotiations were successful in resolving outstanding differences between Canada and the European Community, and agreement in principle was announced on December 20. Negotiations with Japan had also progressed significantly by the end of the year.

Canada continued to support the work of the International Atomic Energy Agency (IAEA) in its efforts to promote the use of nuclear energy, while ensuring, to the greatest extent possible, that its use would not lead to a proliferation of nuclear-weapons capability. Canada informed the IAEA of its willingness to co-operate in developing and installing equipment to facilitate more effective safeguarding of CANDU reactors. In addition

to its regular IAEA contribution for technical assistance, Canada also continued its contribution for particular IAEA projects.

As a founding member of the 15-member Nuclear Suppliers Group, Canada has vigorously encouraged other nuclear-suppliers to raise the level of safeguards they apply to nuclear exports. While the supplying countries in the group have not been willing to go as far as Canada in requiring nuclear-recipients to accept safeguards on all their nuclear facilities as a precondition to transfer, Canada was nevertheless instrumental in the Group's reaching a consensus on guidelines for nuclear transfers to be applied by the members.

Non-proliferation was a principal subject at the London economic summit meeting in May. President Carter's opposition to reprocessing in the United States and his call for restraint by other countries in using reprocessing led to a difference of views between nations such as Canada and the United States, which have adequate domestic supplies of natural uranium and thus do not have a pressing economic need for reprocessing, and countries such as West Germany, France and Japan, which consider reprocessing an essential element in their national energy strategies. As a result of this difference, discussions were initiated at the expert level that led to the launching of the International Nuclear-Fuel-Cycle Evaluation in Washington in October. That study established the goal of an objective and comprehensive two-year evaluation of the various nuclear-fuel-cycle technologies and their proliferation risks. Canada has played a major part in the INFCE by its co-chairmanship of Working Group One (Fuel and Heavy-Water Availability) and its active participation in five of the seven other working groups of the INFCE.



## Multilateral environmental policy

Pollution knows no frontiers. In addition to its continuing bilateral co-operation with adjacent countries— notably the United States and Denmark—, Canada's concern with the balance of nature has been reflected in its efforts to promote an increased level of environmental awareness and higher international environmental standards through participation in multilateral assemblies such as the United Nations, the Organization for Economic Co-operation and Development, the North Atlantic Treaty Organization and the European Community.

Participation in the OECD Environment Committee and the NATO Committee on the Challenges of Modern Society has enabled Canada to benefit by exchanges of information and experience and by co-operation in environmental studies and projects of interest to Canada as well as other technologically-advanced Western societies. Similar benefits have been derived from a program of information exchanges with the European Community.

The states participating in the Conference on Security and Co-operation in Europe recognized that protection and improvement of the environment was one of the tasks of central importance to the well-being of people everywhere. There was substantial progress in 1977 towards realizing the provisions of the Helsinki Final Act affecting the environment within the framework of the UN Economic Commission for Europe.

By its participation in the Environment Program of the United Nations, including continuing support for the voluntary Environment Fund, Canada demonstrated the importance it attached to a global approach to protecting the natural balance for future generations. The United Nations program has enabled Canada to share its knowledge and experience in this sphere with the developing countries. Canada has fully supported the aim of the UN Environmental Program to encourage sound and appropriate growth so that developing countries might avoid the major environmental problems associated with rapid industrial and technological progress. This concern also underlay Canada's significant contributions to the United Nations conferences held in 1977 on water and "desertification".

## Science policy

The international scientific activities of the Federal Government are aimed at helping to ensure that Canada attains a position among the leaders of the industrialized and technologically-advanced countries. This object is pursued by various means, including exchanges of information, visits of technical experts, and joint research projects in collaboration with other nations. These activities are promoted by the Department of External Affairs in close collaboration with science-based departments and agencies.

Canada was active in 1977 in a variety of science-policy organizations. The Agence de Coopération Culturelle et Technique, Canada's representative to which was the Minister of Communications, met to decide on the major aims of an expanded science and technology program. Canadian representatives attended meetings of the Commonwealth Science Council, the OECD Committee on Science and Technology Policy, the NATO Science Committee and the Senior Advisers on Science and Technology of the Economic Commission for Europe. Canada was also represented at a UNESCO meeting preparatory to a conference of science policy ministers (MINESPOL II) scheduled for 1978. In May, Canada and the Federal Republic of Germany held their fourth consultative meeting within the framework of the agreement on scientific and technological co-operation. An exploratory technical mission visited Poland to identify areas of possible co-operation.

## Air relations

Canada's airlines continued to retrench and consolidate their services during the course of the year. The efficient implementation of existing agreements was emphasized rather than the negotiation of new and expanded services. Canadian air connections with the U.S.S.R., Czechoslovakia, Austria and Belgium were suspended. CP Air and Air Canada withdrew from the IATA North Atlantic fares agreement and negotiated their fares bilaterally.

Negotiations were held with Japan, Spain, Haiti and Argentina and an agreement was concluded with Finland. Under a four-year commercial agreement with Air Canada, Finnair began single-tracking operations to Mirabel Airport in April 1977.

## Transportation

During the year, the Canadian Government continued its active participation in international transportation organizations, as well as its efforts to reach bilateral arrangements with other countries for the expansion of transport opportunities and to exchange information on transport technology and management. Delegations from Canada participated in all the committees, as well as in the Council and Assembly, of the International Maritime Consultative Organization (IMCO).

In addition, on a Canadian initiative, renegotiation of the St Lawrence Seaway Tolls Agreement was begun with the United States. Considerable progress was made and the broad framework of a new pact agreed on.

## Telecommunications

Canada increased its global and regional involvement in international telecommunications in 1977. Extensive preparatory work was undertaken, both interdepartmentally and internationally, in anticipation of two world administrative radio conferences, in 1978 and 1979, to be held by the International Telecommunications Union (ITU), the member organization of the United Nations family responsible for international telecommunications. The Secretary-General of the ITU, Mohamed Mili, paid an official visit to Canada in October.

Canada also participated actively in the work of specially-designated units dealing with telecommunications within international groupings. Thus Canadian delegations attended the Commonwealth Telecommunications Organization conference in Sydney, Australia, in May and June, and the meeting of the telecommunications committee of the Organization of American States in Rio de Janeiro in December.

Canada continued its involvement in the work programs of existing and proposed international satellite organizations. In April, it was represented at the meeting of signatories

of the International Telecommunications Satellite Organization and served on the Board of Governors of that body. Considerable progress towards the establishment of the International Maritime Satellite Organization was made in 1977 under the terms of the mandate given to the INMARSAT Preparatory Committee, of which Canada is a member. Canada also took part in the technical, economic and organizational panels of INMARSAT. In the field of aeronautical telecommunications, Canada's membership in the planned tripartite Aeronautical Satellite Program (Aerosat), with the United States and the European Space Agency, led to its participation in two meetings of the Aerosat Council during the year.

## Industrial co-operation policy

During recent years something new has appeared in the realm of international trade. In contrast to isolated transactions involving relations between buyer and seller or user and supplier co-ordinated by the market-place, there has been a growing tendency for firms to pool their capabilities in common industrial enterprises. Such arrangements typically cover sets of complementary activities and often extend across the entire spectrum of capital-formation, research and development, financing, production, marketing and distribution.

Within Canada, increasing attention has been given to the stimulation of industrial co-operation between Canadian firms and those of Canada's trading partners in order to achieve a number of the Government's purposes, including: the upgrading of exports; the providing of Canadian firms with the most modern technologies; the rationalizing of the manufacture of Canadian products through the expansion of markets; and the helping of Canadian firms with insufficient resources to become established in international markets and thereby to benefit from international trade.

The Department of External Affairs, in conjunction with other interested ministries, kept in touch with business and labour in Canada in an effort to ensure that Canadian industry was able to take advantage of this increasingly-important method of carrying on international trade.



## Policy towards developing countries

As part of a general review by the Canadian Government of its relations with developing countries, increasing emphasis has been placed on those in the middle and upper income ranges. Since the traditional program of development assistance, with its emphasis on the poorest nations, has had little relevance for many of the higher-income developing countries, a program of industrial co-operation is now being designed to encourage investment in developing countries possessing an established industrial base.

While the new Canadian policy is still in the stage of formulation, it is believed that, by co-ordinating a number of existing programs and creating some new ones both within and outside the "aid" field as such, small and medium-sized Canadian companies may be encouraged to undertake enterprises in selected developing countries. Such an enterprise might take the form of direct investment, a joint venture, or some other kind of corporate link. In turn, the growth of Canada's export-oriented industrial sector and, indeed, its export performance would be boosted by the stimulation of demand for Canadian plant and technology. At the same time, undertakings of this sort would contribute to the development of the industries of "partner" developing countries.

At the multilateral level, the Department has been involved in the negotiation, within the framework of UNCTAD, of an international code of conduct on the transfer of technology. It has also continued to follow closely the activities of the United Nations Organization for Industrial Development and has participated in the work of the intergovernmental committee responsible for drafting a new constitution for UNIDO as a Specialized Agency of the United Nations.

## Development assistance

Canada's official development-assistance program during the fiscal year ending March 31, 1977, reached a record total-disbursement level of \$963.6 million (inclusive of food aid).

Canada reaffirmed its commitment to the LDC aid target of 0.7 per cent of gross national product (GNP), while giving greater attention to the quality of its aid.

Bilateral disbursements continued to be concentrated on the poorest developing countries, in accordance with one of the principal objectives set out in the *Strategy for International Development Co-operation 1975-80*. Canada also supported a number of leading multilateral institutions, such as the World Bank, regional development banks and the UNDP with payments totalling \$189.8 million, or 20 per cent of the total.

Once again, Canada exceeded its 1974 pledge to the World Food Conference to contribute one million tonnes of grain as food aid annually for three years. The bilateral portion consisted of 669,974 tonnes of grain and grain equivalents and \$56.1-million worth of non-grain foods, while the multilateral contribution was made up of 351,897 tonnes of grain and grain equivalents and \$36.9-million worth of non-grain foods. Food-aid expenditures during the year ending March 31, 1977, totalled \$237.51 million.

The administration of the Canadian development-assistance program was chiefly the responsibility of the Canadian International Development Agency, which reports to Parliament through the Secretary of State for External Affairs. The Department of External Affairs co-operated with CIDA and other government entities in elaborating policy and ensuring co-ordination with other Canadian foreign-policy aims. Canadian posts in the developing countries also contributed personnel to help administer the program.



## Commonwealth technical co-operation

The Commonwealth Fund for Technical Co-operation has been the principal multilateral mechanism for development assistance within the Commonwealth. Its main purpose has been to provide technical assistance, education and training in developing countries.

Canada, which has contributed approximately 40 per cent of the resources of the fund, has regarded it as an effective instrument of development co-operation, and, at the Commonwealth heads-of-government meeting in June, Prime Minister Trudeau announced that Canada would contribute \$6.5 million to the fund in the fiscal year 1977-78 and \$7.8 million in 1978-79.

The Special Commonwealth Fund for Mozambique, created in 1976 with a target of £ 1 million, became operational in 1977 and by September had initiated technical assistance and training projects costing £300,000. The Canadian contribution to this fund in 1977 was \$200,000.

## Intellectual property, investment and competition policy

The major activity in the realm of intellectual property in 1977 was the preparation by the World Intellectual Property Organization for revision of the Paris Convention on Industrial Property (Patents). This preparation was to continue throughout 1978, culminating in a diplomatic conference in 1979. In the course of the discussions, special attention was given to the interests of developing countries.

As a member of the UN Commission on Transnational Corporations, Canada was active in the work, begun during the year, to develop a code of conduct for transnational corporations. In addition, Canada participated in the ECOSOC Working Group on the Problem of Corrupt Practices in International Commercial Transactions. Within the OECD framework, there was steady progress in drafting guidelines for multinational enterprises, while the issue of limitations to discriminatory treatment of foreign direct investment was the subject of continuing study.

Canada has also been a member of working groups in both the OECD and UNCTAD that are examining methods for increasing international co-operation among governments in order to deal with restrictive business practices in international commerce.

## Export-financing policy

Canada took part in the continuing consultations among industrialized countries for the purpose of lessening unnecessary competition in officially-supported export credits. During 1977, the original seven adherents to the consensus on export credits, including Canada, were joined by the European Community as well as by all other OECD member states except Austria, New Zealand, Iceland and Turkey. This membership enlargement served to make the consensus a more significant tool in preventing credit competition.

Canada was also a participant in the informal Club of Paris, which, in cases of default in the repayment of officially-supported credits, has brought creditor and debtor states together to discuss the most effective means of repayment. During 1977, the Club of Paris met twice with representatives of Zaire; Canada participated in both these meetings.

Canada signed agreements during the year with five countries, designed to provide a procedural framework for solving problems arising in the field of foreign-investment insurance. These brought to 22 the number of agreements of this sort in force between Canada and other countries. At the year's end, discussions on similar agreements were under way with an additional 15 states.

# Legal affairs

In the sphere of international law the Department, through its Legal Bureau, has two principal and complementary functions. It provides a general advisory service to the Government on international law, including information and advice on treaties to which Canada is a party or in which there is a Canadian interest. Secondly, it acts as the operational arm of the Government in the development and maintenance of international law. Of increasing importance in current relations among states are the numerous international meetings held to codify existing law or formulate new law in areas previously not subject to it. Many of these are held under the auspices of the United Nations; in 1977 they included such subjects as the law of the sea, economic law, terrorism and hostage-taking, and outer-space law. In one area, humanitarian law, more than four years' work on the adoption of two protocols to the Geneva Conventions of 1949 related to the protection of victims of armed conflict came to fruition in 1977. On the bilateral side, Canada was active in negotiations and discussions on fisheries, maritime boundaries and environmental questions.

## Law of the Sea Conference

Since the beginning of the Third United Nations Law of the Sea Conference in 1974, Canada has been a leading advocate of a comprehensive new international regime for the oceans. It was one of the first supporters of the functional approach whereby a country claims jurisdiction for specific purposes, rather than total sovereignty. The latest negotiating text incorporates Canada's aims on several issues of major importance: the conception of a 12-mile territorial sea has been universally accepted, international support for special pollution-control measures in ice-covered areas has increased, and a consensus has emerged in support of the establishment of a 200-mile economic zone.

The sixth session of the Law of the Sea Conference convened in New York from May 23 to July 15. Informal discussions were held before and after the session, which proved to be more successful than the two previous ones combined. Though many sensitive and contentious issues have yet to be settled and strong disagreement persists over the international seabed regime, most of the issues outstanding were examined in detail and the conference came closer than ever before to reaching a consensus in a number of areas of major concern.

Following these discussions, the conference president, in conjunction with the chairmen of the three committees, drafted a new informal composite negotiating text (ICNT). This single working document embodied the four separate documents contained in the former revised single negotiating text (RSNT), issued in May 1976 at the end of the fourth session. It contained numerous changes that would make possible the settlement of a wide range of controversial questions. Though this text resembled a draft treaty, it was a working instrument designed to facilitate negotiation without infringing upon each delegation's right to suggest amendments in the effort to reach a consensus. Delegates generally agreed, however, that the ICNT would be the final negotiating text and that its provisions would to a large extent be incorporated in any draft treaty adopted by the conference.

During this session, attention was focused on the international regime of exploitation for the deep seabed and, in particular, the key issue of access to the deep seabed, over which the conference had reached an impasse at the previous session. Despite its serious shortcomings and a certain ambiguity, the ICNT seemed to ensure that private and state-owned companies could obtain mining contracts from the International Seabed Authority, but so far under conditions that were not acceptable to all the industrialized countries. Canada, with other land-based producers of the minerals that would be mined in the seabed, was instrumental in the introduction of a formula that made it possible for a balance to be struck between the mineral output of the deep seabed and total worldwide production, and that would go some way to protecting the land-based producers from serious market dislocation.

The ICNT continued the definition of the continental shelf as extending to the outer edge of the continental margin. Despite the objections of landlocked and geographically-disadvantaged countries (LGDC), the conference seemed prepared to accept one of the margin definitions proposed by the countries whose continental shelf, like that of Canada, extends beyond the 200-mile limit, subject to certain revenue-sharing conditions. The status of the 200-mile exclusive economic zone was better defined at



the 1977 session by the adoption of a formula based on an earlier suggestion by Canada. By striking a balance between the rights of coastal states within this zone and the rights of other countries with respect to navigation, overflight and the installation of undersea pipelines and cables, a *sui generis* definition was created—i.e., the zone would be neither part of the high seas nor under national jurisdiction.

One of the biggest problems that remained unsolved concerned the desire of landlocked and geographically-disadvantaged countries to enjoy preferential rights of access to living resources within the exclusive economic zones of coastal states. At the outset, this group of countries sought the right to exceed the total allowable catch within these zones. Progress was achieved at the very end of the session with the presentation of a new draft text granting extensive privileges to landlocked and geographically-disadvantaged countries while protecting the vital interests of coastal states.

With respect to salmon fishing, Canada achieved an almost total ban on fishing for anadromous species beyond the 200-mile limit and recognition of the primary interest of the country in whose rivers the fish originate. However, the conference remained split over the question of lateral delimitation of the continental shelf and the exclusive economic zone between countries that share a border or lie opposite one another. Canada disagreed with provisions in the ICNT that, in its view, placed too much importance on the principles of equity. It favoured the principle of equal distance and sought to have the text brought closer to the provisions of the 1958 Convention on the Continental Shelf.

In the third committee, Canadian interests centred on the right of coastal states to set standards for the design, construction, equipment and manning of foreign vessels in their territorial seas and on the power of coastal states to police their own economic zones. The right of coastal states to set special environmental standards concerning ice-covered waters has now been incorporated in the negotiating text, a move that reflects growing international support for Canada's 1970 Arctic Waters Pollution Prevention Act. In the area of marine scientific research, the ICNT recognized the principle of coastal-state

consent to scientific research activities in the exclusive economic zone and on the continental shelf, and included clauses relating to the promotion and performance of such activities.

On the settlement of disputes, a consensus emerged for the establishment of a seabed tribunal distinct from the future law-of-the-sea tribunal. At the request of a number of coastal states, including Canada, an exception clause aimed at protecting coastal states in the exercise of their sovereign rights over the living resources of their economic zones was incorporated into the mandatory dispute-settlement procedures. Neither the coastal states nor the countries that depend on deep-sea fishing have been satisfied with this provision. The former would have preferred a more categorical exception and the latter felt that the current text already went too far.

In 1977 Canada and a number of its neighbours extended their fisheries jurisdiction to 200 miles. It thus became urgent to settle the delimitations of fishing-zones and continental-shelf jurisdiction between Canada and the United States, France and Denmark. On July 27, the Prime Minister of Canada and the President of the United States announced the appointment of special negotiators to seek a comprehensive settlement of the Canada/United States maritime boundaries and related resource issues. The negotiators were instructed to report to governments in October on the principles of a comprehensive settlement encompassing maritime-boundaries delimitation and complementary fishery and hydrocarbon resource arrangements, and to develop the substance of an *ad referendum* comprehensive settlement for submission to governments by December 1.

The Canadian negotiator, Ambassador Marcel Cadieux, organized a team drawn from the Departments of External Affairs, Fisheries and Environment, Energy, Mines and Resources, and Justice. Meetings with the United States team began in mid-August and continued on a rotating basis, mainly in Washington and Ottawa. The Canadian delegation held periodic



consultations with the premiers, ministers and officials of British Columbia, Nova Scotia and New Brunswick, and with representatives of the fishing industry and fishermen's organizations on both the west and east coasts. In addition, representatives of the fishing industry and provincial officials formed a Fisheries Advisory Group to assist the Canadian negotiating team.

In October, the negotiators submitted their joint report, which recommended establishment of a Joint Fisheries Commission for the co-operative management of fish-stocks of common concern, proposed arrangements for the sharing of hydrocarbon resources in boundary areas, and expressed the hope that, with a satisfactory resolution of the resource issues, mutually-acceptable agreement on specific lines delimiting the respective maritime jurisdiction of the two countries would be possible.

Despite substantial progress, the complexity and difficulty of some of the issues led the special negotiators to ask for an extension of their mandate to the spring of 1978.

## International fisheries

Within the last decade, major changes in the legal status of the world's oceans have resulted from developments at the Third United Nations Conference on the Law of the Sea and from the extension of the maritime jurisdiction of coastal states. It has been the responsibility of the Department of External Affairs to incorporate these jurisdictional changes into the fisheries and maritime relations Canada has established with those nations operating off its coasts, and into the various regional multilateral organizations of which Canada has been a member. On January 1, 1977, the fisheries zones of Canada on the east and west coasts were extended from 12 to 200 miles, followed in March by a similar extension in Arctic waters.

During 1977, Canada concluded fisheries agreements with Cuba, Bulgaria, the German Democratic Republic and Romania, complementing those signed earlier with Norway, Spain, Portugal, the U.S.S.R. and Poland. These agreements permit the continuation of foreign fishing within the 200-mile zones for stocks that Canada declares to be beyond its capacity to harvest,

and under a strict Canadian system of licences and quotas. The four new agreements also contained a provision designed to ensure greater protection for depleted fish-stocks outside the 200-mile zones. In particular, they recognized Canada's special interest in the stocks on the Grand Banks and Flemish Cap beyond the zones of national jurisdiction.

With the signing of agreements with the nine nations mentioned above, Canada had only to negotiate agreements with the European Economic Community and Japan to bring all its fisheries relations under international agreement. To this end negotiations began in December with the EEC (now wholly responsible for the fishing activities of its member states) to develop a comprehensive bilateral fisheries agreement.

Pending the resolution of the maritime boundaries issue and the negotiation of a long-term comprehensive fisheries treaty, an interim reciprocal fisheries agreement for 1978 was signed with the United States. The underlying principle in the agreement was the avoidance of disruption to existing fishing patterns during the transitional period between the declaration of 200-mile zones by both countries and the negotiation of a long-term fisheries agreement. To attain this objective the agreement permitted the continuation of fishing without licences by the fishermen of one country off the coast of the other, flag-state enforcement as between the parties, and prohibition of third-party foreign fishing in boundary regions. Canada and the United States continued to pursue negotiations towards a salmon-interception agreement. Its purpose would be to establish effective mechanisms to ensure that both nations benefited from their own conservation and enhancement programs.

In late 1977, Canada and France agreed to suspend pending negotiations on maritime boundaries and they would renew for 1978 the interim arrangements governing fishing in the designated ICNAF area adjacent to the islands of St Pierre and Miquelon.

Also in 1977, the members of the International Convention for the Northwest Atlantic Fisheries (ICNAF) met in Ottawa to reach agreement on a new convention. Canada believed that a new institution, to be called the Northwest Atlantic Fisheries Organization (NAFO), was necessary to reflect on the regional level the new jurisdictional realities (the extension of fisheries zones to 200 miles by coastal states) and the principles emerging from the Law of the Sea Conference. Nearly all the provisions of a new convention were agreed to, with the exception of one recognizing Canada's special interest on the Grand Banks and Flemish Cap beyond the 200-mile limit. A second session was to be convened in 1978.

## Environmental law

There were several significant developments during 1977 in the still-expanding sphere of international law. Bilaterally, Canada and the United States took steps to solve several outstanding transborder problems, but, as is typical in such a complex relation, had to face new ones, particularly those of air pollution. Multilaterally, the United Nations Environment Program (UNEP) took its first step to ensure the further global development of the legal principles contained in the 1972 Stockholm Principles on the Human Environment.

The Garrison Diversion, a perennial Canada-U.S. problem, moved closer to solution in April, when President Carter announced that, in response to concern expressed by Canada about the effects of the North Dakota diversion scheme on Canadian waters, the contract for a major part of the project would not be let until after the IJC had made a report on it. The United States, in a diplomatic note, reaffirmed its long-standing treaty commitments with Canada and made a commitment to:

*... undertake no construction of works in the Garrison Diversion affecting waters flowing into Canada until it is clear that its obligations under the Boundary Waters Treaty of 1909 will be met. These undertakings are in keeping with the spirit of mutual understanding and forbearance which has characterized and will continue to characterize the efforts of the two governments in addressing transfrontier pollution matters.*

Later in 1977, the IJC released its report and concluded that the construction and operation of the Garrison Diversion Unit in North Dakota, as envisaged, would cause significant injury to health and property in Canada. The IJC made a series of recommendations on the modification of the project to negate or reduce these adverse effects. The recommendations were subjected to review by the two governments.

In the summer of 1977, tanker traffic from Alaska to the southern 48 states commenced along Canada's west coast. Canada has opposed this traffic, particularly through the Strait of Juan de Fuca *en route* to and from Puget Sound, ever since plans to start it were announced in 1973. Canada was concerned about the hazards tankers would pose to the environment in the congested waters of the Strait. Under international law, the United States has had the right to bring tankers through the Strait since they could enter and exit wholly on the United States side beyond Canadian jurisdiction. In any event, an 1846 treaty gave ships of Canada and the U.S. the right of free navigation on the other state's side of the Strait.

Discussions, led by the Department of External Affairs, were held throughout 1977 to ensure that tanker traffic through the Strait would navigate with the highest degree of safety. A voluntary vessel-traffic management scheme was introduced in the Strait in 1974, followed in 1975 by a voluntary traffic-separation scheme, in which shipping would enter the Strait on the U.S. side and leave on the Canadian side. Such a scheme would ensure the least possible congestion in the Strait, thus reducing the risk of collision.

Air-pollution problems, which have troubled Canada and the United States on various occasions since the famous Trail Smelter arbitral decision in 1936, again became active during 1977. The United States expressed concern about two power projects in Canada, one along the East Poplar River in Saskatchewan and the other at Atikokan in Ontario, which it claimed would cause air-quality problems on its side of the border. In both cases, Canada presented technical evidence to demonstrate that there would be no deterioration of air quality as a result of either project. In the case of Atikokan, however, the United States has indicated that the plant will violate the high standards established under its Clean Air Act. The effect



of one country's environmental standards on a bordering country poses legal difficulties that have been under bilateral discussion and have also been raised in Paris by the OECD, of which Canada is a member. Canada has stated that the appropriate means for settling transfrontier environmental disputes is the application of the Stockholm Principles on the Environment, which do not embrace the notion of one state's accepting the environmental standards of its neighbour.

At the multilateral level, Canada was successful in using the United Nations Environment Program to play a more active part in the development of the international law of the environment. Since the 1972 Stockholm Conference, the OECD has been the only multilateral organization to develop further the legal principles contained in the Stockholm Principles. There was no consideration of these principles on the global level until UNEP established its working group on environmental law in 1977. The group was given a broad mandate to develop a program of work in the environmental-law field, and has chosen as its first priority area a study on liability and compensation for drilling and mining on the continental shelf. Canada was elected to serve as the first chairman of the group.

An environmental disaster later in 1976 focused public and government attention on the need for stricter international anti-pollution standards in 1977. The spill from the Liberian tanker *Argo Merchant* off New England resulted in President Carter's calling for an international conference to consider measures to improve tanker safety. Canada supported this proposal and, with the United States, will argue for improved tanker-inspection and -certification procedures at the Tanker Safety and Pollution Prevention Conference, to be held in London by the International Maritime Consultative Organization (IMCO) in February 1978.

Canada took an initiative in IMCO during 1977 that should improve the enforcement procedures under the 1954 Convention on the Prevention of Pollution of the Sea by Oil, the only marine-pollution convention now in force. A review of reports sent by Canada to flag states of their ships' violations of the convention revealed that only 30 per cent of the reports were being investigated. In about

50 per cent of the cases, no reply was received from the flag state. At Canada's urging, the tenth IMCO Assembly passed a resolution that requested coastal states to notify the organization as well as the flag state of any violations of the convention. IMCO is to collate and circulate these reports and indicate those flag states that have investigated the reports and those that have not. Canada hoped this policy would encourage delinquent flag states to fulfil their obligations under the convention.

## International economic law

The year 1977 was one of major developments for Canada in international economic law, at both the bilateral and the multilateral levels.

At the bilateral level, the most significant development was the negotiation of two agreements between Canada and the U.S. The first was a treaty to ensure non-intervention and non-discrimination with respect to existing and future pipelines carrying oil or natural gas to one of the parties across the territory of the other. The second was a treaty on the construction of a pipeline to transport natural gas from Alaska.

At the multilateral level, the Legal Bureau participated in the 1977 activities of the World Intellectual Property Organization working group on the review of the Paris Convention, and in an intergovernmental group of experts drafting a code of conduct for the transfer of technology, to be considered at a UN conference scheduled for the autumn of 1978. The Bureau was also closely involved with the work of the UN Commission on Transnational Corporations, which is responsible for drafting an international code of conduct, as well as with an *ad hoc* working group established by the Economic and Social Council of the United Nations (ECOSOC) to examine illicit payments. The activities of these two groups could result in the adoption of new international instruments in 1978.

Co-operation between Canadian and U.S. anti-combines agencies has been conducted in recent years in accordance with the bilateral Fulton-Rogers and Basford-Mitchell



understandings, as well as the multilateral arrangements concluded within the OECD. These arrangements have proved to be of considerable benefit to agencies in both countries. In 1977, U.S. Attorney-General Bell and Canadian ministers reached agreement on general principles that would expand these understandings and were intended to guide Canadian and U.S. officials in developing notification and consultation procedures for further reducing the possibility of jurisdictional conflicts. However, U.S. anti-trust proceedings during the year relating to international uranium-marketing arrangements revealed new areas of difficulty in this area.

## Nuclear law

Throughout the year, Canada continued negotiations with its nuclear clients with a view to concluding agreements on safeguards in line with the high Canadian standards announced in 1974 and 1976. Agreements were signed with Sweden and Romania in 1977, and it was expected that agreement would be reached with Euratom and Japan early in 1978.

In 1977, 15 major nuclear-supplier states, including Canada, decided individually to inform the Director-General of the International Atomic Energy Agency of the minimum safeguards standards they had decided to apply to nuclear exports. The minimum standards adopted by the suppliers reflected much, but not all, of the Canadian policy announced in 1974. Like Canadian policy, these minimum standards stipulated that safeguards should apply to items for the term of their useful life and for the life of any items produced thereby. Furthermore, technology relating to certain sensitive nuclear activities could be transferred only if the nuclear material produced by means of such activities was safeguarded, but reactor technology was not covered as it was by Canadian policy. The minimum standards also required observance of strict measures to guard against nuclear terrorism and to draw attention to the desirability of requiring mutual agreement between supplier and recipient states on arrangements for the reprocessing and enrichment, as well as the storage or retransfer, of plutonium and highly-enriched uranium—both readily employable in nuclear weapons.

While Canadian policy announced in December 1976 provided that future Canadian nuclear exports to a non-nuclear-weapon state would be approved only if it had either ratified the Treaty on the Non-Proliferation of Nuclear Weapons or had otherwise made a binding commitment to nuclear non-proliferation, and if it had accepted the application of safeguards to its entire nuclear-fuel cycle, suppliers failed to reach consensus on the need to apply safeguards to the full nuclear program of a recipient country. Canada has been continuing its efforts to persuade other suppliers to follow its lead on this matter, in order to ensure that the safeguards required of non-NPT parties will be as stringent as those required of parties to the treaty.

## Outer-space law

As a country with communications satellites in geo-stationary orbit and an active program in the field of remote-sensing, Canada has had a direct interest in the rational and progressive development of international law relating to outer space. The United Nations has provided a focal-point for this process through its Committee on the Peaceful Uses of Outer Space and its Legal Subcommittee.

In 1977, the subcommittee continued to consider, as a matter of high priority, the elaboration of principles governing the use by states of artificial earth-satellites for direct television broadcasting. The major remaining question facing the subcommittee in 1977 was whether agreement of a receiving state was a prerequisite to the establishment of a direct television-broadcasting service directed at it. At the sixteenth session, Canada and Sweden, continuing their long-standing co-operation in this field, jointly introduced two working papers. The first paper contained a suggested preamble to the draft principles and the second was a revised draft principle entitled "Consultation and Agreement", which linked the legal framework of the International Telecommunication Union to a general principle on agreement. This text, which was consistent with earlier joint proposals, ensured that establishment of an international direct television-broadcasting service by satellite could take place only with the agreement of the receiving states. This text represented, in the Canadian view, a responsible and workable balance between the need to further orderly development of an important new area of technology and the need to protect the

sovereign rights of states to regulate their own communication systems. On the basis of the progress achieved in the Legal Subcommittee and the parent committee in 1977, Canada will press for the conclusion of a full draft set of principles at the next session of the subcommittee.

The Legal Subcommittee continued in 1977 its work on the legal implications of remote-sensing of the earth from space. During the session, six new draft principles were developed relating to the following subjects: the role of the United Nations, dissemination of information regarding impending natural disasters, the duty of avoiding detrimental use of remote-sensing data or information, dissemination of technical information to developing countries, state responsibility for activities in the field of remote-sensing, and the right of a "sensed" state to access to data pertaining to its territory. In addition, a controversial text of a "possible draft principle" was also formulated relating to state sovereignty over natural resources.

During negotiations in the Legal Subcommittee, Canada has taken the position that the legal framework established to govern the activities of states engaged in remote-sensing should facilitate the maximum co-operative use of remote-sensing technology consistent with the need to safeguard legitimate national interests.

Although the sixteenth session of the Legal Subcommittee was to give high priority to completing the draft moon treaty, very little progress was made during the session. On the one hand, a number of developing countries continued to insist on a direct reference to the moon and its natural resources, and other celestial bodies and their natural resources, as the common heritage of mankind. These countries were also committed to the establishment of an international legal regime to govern the exploitation of such resources when this should become feasible. On the other hand, certain states did not wish to place undue international legal restriction on research and unforeseen prospects for exploitation of the resources of the moon and other celestial bodies. Unless major changes were to take place before the next session of the subcommittee, the prospects for progress on the draft moon treaty did not appear promising.

## International legal measures against terrorism

During the past year there was renewed effort in the United Nations to come to grips with the issue of international terrorism and, in particular, the taking of hostages.

International terrorism was originally inscribed on the agenda of the United Nations General Assembly in 1972 by the Secretary-General following the tragic events at the Munich Olympics. That year, the Assembly adopted a resolution that created an *Ad Hoc* Committee on International Terrorism, which has met only twice, in 1973 and in 1977. In both instances, its work has been hindered by highly-ambiguous terms of reference. In 1973, as in 1977, many Third World delegations stressed the importance of studying the causes of international terrorism, which they generally attributed to policies followed by Israel and certain governments of southern Africa. Those delegations were also opposed to any proposals that might, in their view, affect the operation of national liberation movements. Canada and other Western delegations, on the other hand, stressed the need for the international community to develop specific and concrete measures against all acts of international terrorism, regardless of motive, such measures to be based on the principle of "prosecute or extradite" contained in the 1970 Hague and 1971 Montreal conventions on aerial hijacking and in the 1973 New York Convention on the Protection of Diplomats. As a result of such divergent points of view on the work of the committee, no substantive progress has been made, nor has agreement been reached on a program of work.

In 1976, at the thirty-first session of the United Nations General Assembly, the Federal Republic of Germany took an initiative on a related matter, concerning the drafting of a convention against the taking of hostages. The new committee, which was established to deal with this subject, met in New York in August 1977, but had only limited success. While its mandate provided a sharper focus than that of the Committee on International Terrorism, the debate in the two bodies was strikingly similar. Most Arab delegations emphasized that the question of hostage-taking was an integral part



of the question of international terrorism and that its underlying causes should, therefore, be examined. The most serious divergence of views, however, was on the question of the scope of the convention and its application to national liberation movements. Various Arab and African delegations noted that, unless a satisfactory solution was found to this question, it would be very unlikely that the Hostage-Taking Committee could make progress. Nevertheless, some debate of a substantive nature did take a place on relevant legal matters, such as preventive measures against hostage-taking, criminal sanctions, jurisdiction and extradition. While strong differences of opinion persisted over fundamental issues, the thirty-second General Assembly adopted a resolution that renewed the mandate of the committee for another year.

In approaching the work of this committee, Canada has taken the view that the groundwork for international co-operation in combating the taking of hostages was established by the 1970 Hague, the 1971 Montreal and the 1973 New York conventions. These instruments have, however, left gaps to be filled by the proposed new convention, which should build upon these precedents without duplicating or disturbing the existing and accepted international framework.

### **International humanitarian law applicable in armed conflict**

The fourth and final session of the Diplomatic Conference on the Reaffirmation and Development of Humanitarian Law Applicable in Armed Conflict was held in Geneva from March 17 to June 10. The conference adopted by consensus two protocols to the Geneva Conventions of 1949 relating to the protection of victims of international and non-international armed conflicts.

The protocols, which were opened for signature in Berne on December 12, were signed by 46 states, including Canada, on that day. The Department of External Affairs, through its Legal Bureau, has taken an active interest from the start in this latest development of humanitarian law and has participated in all four sessions of the conference, as well as in the two meetings of government experts that worked on a draft text that subsequently formed the basis of discussion for the conference.

Protocol I deals with the protection of victims of international armed conflict. The Geneva Conventions afford protection to the sick and wounded members of the armed forces, to prisoners of war and to the civilian population. This protection has been significantly extended by the first protocol; for example, it includes articles on the protection of non-defended localities, of the environment and of items indispensable to the survival of the civilian population (food and water supplies). There are also special provisions on the reunion of families, the protection of journalists and measures in favour of women and children.

Protocol I contains a number of innovative provisions, beginning with the first article, which defines the scope of application so as to include wars of national liberation as international armed conflict. Also of interest in this regard are articles on the status of guerilla fighters and mercenaries.

Protocol II applies to victims of internal conflict (civil war), a domain hitherto unregulated by international law. This protocol was of particular interest to the Canadian delegation, which at an earlier session of the conference had presented its own draft text. The Canadian delegation worked hard to obtain support for a short, simplified version of Protocol II, which, it was felt, would be more acceptable to Third World states sensitive to what they saw in the instrument as a potential for interference in their internal affairs; in fact, the text adopted in the end was very close to the Canadian draft. Under this instrument, international law has for the first time established standards for the treatment of victims of internal conflict.

The work of the *Ad Hoc* Committee on the prohibition or restriction of the use of specific categories of conventional weapons was not reflected in the two protocols. Instead, the conference adopted a resolution calling on the United Nations to convene another conference in 1979 on the subject of the prohibition of certain conventional weapons. This decision was subsequently confirmed by the thirty-second session of the General Assembly.



In recognition of their humanitarian purpose, the protocols provide for entry into force upon the deposit of two instruments of ratification of accession. The Canadian Government, in consultation with its NATO allies, has been engaged in an examination of the texts in order to determine its official position before ratifying with respect to some of the more controversial aspects of the instruments.

## Treaty law

The Department's Treaty Section provides legal advice both to the Department of External Affairs and to other government departments on Canadian treaty procedure, on the drafting of treaty texts and on the interpretation of Canadian treaty obligations.

The Treaty Section is responsible for ensuring that the form of international agreements concluded by Canada conforms to international usage and Canadian practice. It prepares all formal instruments related to Canadian acceptance of treaty obligations, such as the treaty texts themselves, if signed in Canada, and instruments of ratification, accession, acceptance and approval.

The section maintains up-to-date records on the status of all treaties affecting Canada. The *Canada Treaty Register* contains particulars of the date and place of signature of a treaty and the dates of tabling in, or approval by, Parliament, together with ratifications and accessions, if applicable, and information on entry into force, reservations, related agreements, subsequent amendments and termination.

During 1977, Canada signed 36 bilateral agreements. During the year, 23 such agreements entered into force for Canada upon signature and ten by ratification. In the same period, action was taken in connection with 15 multilateral agreements. (See "International Agreements to which Canada is a Party: 1977 Developments".) A general index to the *Canada Treaty Series*, covering the years 1965 to 1974, was published in 1977.

## Privileges and immunities

The Department has general responsibility for the interpretation and application, in Canada and abroad, of the principles contained in different international agreements on privileges and immunities affecting diplomatic and consular missions and international organizations. The main development in the field during 1977 was the adoption by Parliament of the Diplomatic and Consular Privileges and Immunities Act. This act constituted a landmark on the subject, as it integrated into Canada's statutory law the main provisions of the 1961 Vienna Convention on Diplomatic Relations, ratified by Canada in 1966, and the 1963 Vienna Convention on Consular Relations, ratified by Canada in 1974. The new legislation clearly established the authority of the Secretary of State for External Affairs to grant and deny privileges and immunities to foreign representatives in Canada on the basis of the reciprocal treatment extended to Canadian diplomatic and consular staff abroad. The act also set out the authority of the Secretary of State for External Affairs to issue certificates for use in court to establish a person's entitlement to a privilege or an immunity. Finally, the new legislation repealed the Diplomatic Immunities (Commonwealth Countries) Act, thus putting the diplomatic and consular personnel of the Commonwealth on the same footing as those of non-Commonwealth countries.

## Private international law

In the area of private international law, the Department, through the Bureau of Legal Affairs, offers a variety of services intended to facilitate legal proceedings involving Canadian and foreign jurisdictions on the basis of conventions or by arranged procedures. Private lawyers in Canada submit a large number of requests for the serving of legal documents, such as divorce petitions and writs of summons, addressed to persons living abroad, in connection with civil suits in Canada. Evidence is obtained from witnesses abroad either by private arrangements or rogatory commissions when the co-operation of foreign courts is required. Through Canadian posts, the Bureau helps in the transmission of documents for such purposes. It also assists in serving foreign legal

documents and in arranging for rogatory commissions in Canada, and authenticates signatures on Canadian documents required for use abroad.

With the increase in travel and the greater mobility of individuals, social-security benefits, maintenance orders and judgments and other related matters have become subjects of international co-operation. Many of these subjects fall within the area of provincial jurisdiction, and liaison is carried on between the Bureau and provincial attorney-general departments to establish and administer the necessary reciprocal arrangements.

Another area of co-operation between states involves the enforcement of criminal law. To facilitate extradition of persons to and from Canada, and of fugitive offenders in Commonwealth countries, the Bureau is in contact with police forces at all levels and with provincial and federal departments of government, as well as with Canadian and foreign diplomatic missions. During 1977, negotiations were conducted with Norway concerning a new extradition treaty. Extradition treaties were signed with the Federal Republic of Germany and Denmark that are expected to be ratified and brought into force in the near future. It is also expected that new extradition treaties with France and Finland will be signed and ratified shortly. A new Fugitive Offenders Act, based on the model prepared for the Commonwealth law ministers conference in London in 1966, is to be introduced into Parliament shortly. When this act is passed, the Canadian legislation will be in line with fugitive offenders acts throughout the Commonwealth and with recent extradition treaties Canada has concluded with other countries.

The Bureau also performed an advisory function in the lawmaking activities of international law organizations such as the International Institute for the Unification of Private Law (UNIDROIT) and the Hague Conference on Private International Law.

The Bureau has become extensively involved in the international aspects of a number of civil kidnapping, or "childnapping", cases involving disputes between a mother and a father over custody of a child. The number of

cases of this kind has been on the rise. The Bureau has attempted to obtain reports on the well-being of the children involved and, if possible, has arranged for their return to Canada in those cases where the Canadian courts have already ruled on custody. Partly because of the acute distress often caused by such disputes, there has been considerable public interest in the role of the Federal Government, and of the Department of External Affairs in particular. The subject of "childnapping" was raised at the federal-provincial conference of attorneys-general in October 1975, at which time the provinces were urged to adopt model provincial legislation on reciprocal enforcement of provincial custody orders. Since that time, eight provinces have enacted the model legislation. Internationally, Canada has moved on two fronts to seek co-operation in this field. At Canada's request, "childnapping" was considered at the Commonwealth ministers meeting held in Winnipeg in August. The ministers directed that early examination be given to the possibility of greater co-operation in the enforcement of custody orders. Also at Canada's request, this subject has been placed on the agenda of the 1980 Hague Conference on Private International Law. It is hoped that a draft convention dealing with this sort of kidnapping will be presented to that conference.

During 1977, officials of the Bureau participated in the negotiation of treaties with the United States and Mexico on the execution of penal sentences. Treaties were signed with these countries to permit, on a reciprocal basis, Canadian citizens sentenced to imprisonment in these countries to serve their sentences and parole in Canada. On December 21, the Transfer of Offenders Act was introduced into Parliament. This legislation, when passed, will permit Canada to carry out the obligations assumed in the treaties. At the year's end the possibility of negotiating similar treaties with other foreign states was being considered.





# Multilateral Activities

# The Commonwealth

During 1977, the Commonwealth remained a distinctive and effective institution for international consultation and co-operation. Consisting of 36 countries (approximately one-quarter of the world's countries and the same fraction of its population) of various races, languages, cultures and stages of economic development, it has served as an accurate reflection of the world's major problems, and has provided a unique forum wherein equal and sovereign states sharing certain ideals could work together on the basis of consensus. Canada has remained strongly committed to the Commonwealth and the positive role it is playing in helping solve world problems.

The June biennial meeting of heads of Commonwealth governments - the "summit" of Commonwealth activities in 1977—was held in London to honour the Queen's Silver Jubilee. In addition, Commonwealth ministers came together during 1977 at four meetings: the seventh Commonwealth education conference, the biennial Commonwealth law ministers' conference, the Commonwealth finance ministers' conference, and the fifth Commonwealth medical conference.

During the year, in addition to a broad variety of official and non-governmental activities, the Commonwealth strengthened its links with the United Nations, in which it had acquired observer status during 1976. Another matter of particular interest to Canada was the Commonwealth's admittance of Mauritius and Seychelles, which, with Canada, are also members of La Francophonie; the secretariats of the two bodies began to meet regularly during 1977 to exchange information. In addition, the Commonwealth Foundation announced a grant in support of an experimental two-year program of co-operation between the Commonwealth and French-speaking countries of Africa.

## Heads-of-government meeting

At the Commonwealth heads-of-government meeting in London in June, a topic of special importance was the situation in Southern Africa. The prime ministers reaffirmed their full support for the struggle for independence in Zimbabwe and Namibia, and for the demand of the oppressed in South Africa. They recognized the need to increase the resources available for humanitarian and technical assistance in that region to support the coloured peoples of Southern Africa in their pursuit of freedom.

Another major topic was the world economic situation in the light of the results of the Conference on International Economic Co-operation and the London economic "summit". Discussion included the final report of the Commonwealth Group of Experts, which made a significant contribution to efforts to evolve a new economic order, with particular emphasis on the problems of developing countries. The heads of government indicated that the Commonwealth had a useful role to play in attaining global consensus on economic affairs, and they considered how they could assist in solving specific problems such as those of commodities, energy, food-production, trade and finance.

Discussion included political, economic and social problems of common interest, including the Middle East, Cyprus, the law of the sea, human rights and the many functional areas in which Commonwealth co-operation is carried on through the Secretariat and related institutions.

Prime Minister Trudeau initiated consultation on two difficult questions of interest to Canada—the threat of at least a partial African boycott of the 1978 Commonwealth Games in Edmonton because of contacts in sport with South Africa, and the violation of human rights in Uganda. The first problem was solved in private discussion during an informal week-end at Gleneagles, which resulted in unanimous agreement on a statement of principles on sporting contacts with South Africa. On the second issue, the Commonwealth reaffirmed its support for basic human rights in the clearest terms in the final communique.

## Finance ministers' meeting

The annual meeting of the Commonwealth finance ministers, which took place September 21 and 22 in Barbados, gave ministers an opportunity to exchange views immediately prior to the annual meetings of the World Bank and the IMF. The ministers expressed concern at the generally slow rate of economic recovery, high inflation, unemployment and balance-of-payments problems, and the effects these factors had on developing countries. In their final communique, the ministers indicated the need for economic expansion by industrialized countries with balance-of-payments surpluses as a stimulus to international economic recovery.

The ministers also stressed the need for a positive follow-up to the Conference on International Economic Co-operation, including the transfer of real resources to developing countries. They agreed to continue to use the recommendations of the final report of the Commonwealth Group of Experts, *Towards a New International Economic Order*, as a guide to action in international forums. They also agreed to back an early increase in World Bank capital to permit expansion in its lending programs. And they reviewed recent developments at the IMF and in the field of monetary reform designed to assist developing countries.

The Commonwealth ministers expressed satisfaction with the growth of the Commonwealth Fund for Technical Co-operation and with its record of "cost effectiveness, speed and responsiveness". They agreed that the report of the Commonwealth Technical Group on the Common Fund be circulated to the international community as an important technical document. They also emphasized that the Fund must keep pace with expanding requirements of member governments, and expressed pleasure at the increase in the size of the pledges received from some developing as well as developed countries.

## Law

The year was one of special activity in Commonwealth consultation in the field of law. In July, Canadian delegates attended a meeting of the Commonwealth Law Conference in Edinburgh, and in August the first meeting of Commonwealth Law Reform Agencies in London. Also, Canada was host to the biennial meeting of Commonwealth law ministers and attorneys-general in August, held in Winnipeg. The Minister of Justice, Ron Basford, was chairman of the conference; the inaugural address was given by Chief Justice Bora Laskin. The law ministers considered reports prepared by the Secretariat on such topics as reciprocal recognition and the enforcement of judgments and court orders, the role of the modern attorney-general, delays in the administration of justice, and training in the legal profession.

## Commonwealth education ministers

Ministers of education met in Accra in March to discuss measures to help solve some of the educational problems facing the Commonwealth. They agreed to strengthen functional co-operation in education in a number of ways. A 13-member Canadian delegation was led by the Honourable Ben Hanuschak, Chairman of the Canadian Council of Ministers of Education and Minister of Continuing Education and Manpower for Manitoba.

## Commonwealth health ministers

The fifth Commonwealth medical conference, attended by health ministers, was held in Wellington in November. The Canadian delegation was led by the Parliamentary Secretary to the Minister of National Health and Welfare, Ken Robinson, and included representation from the provinces. The conference considered ways of enabling the community at large to play a more positive part in health-improvement, and examined the need for a closer relation between training institutions and health ministries, the selection and training of health personnel and the development of health-care delivery systems. They agreed on recommendations for practical action by national governments, regional groupings and the Commonwealth Secretariat.



## Commonwealth parliamentary relations

Parliamentary relations continued to be a productive area of Commonwealth activity. The twenty-third Commonwealth parliamentary conference, which took place in Ottawa from September 20 to 24, was the largest ever held. More than 250 parliamentarians from over 100 national and provincial legislatures attended, and groups of them visited all provinces of Canada. The parliamentarians discussed such matters as human rights, the world energy crisis and Southern Africa. They also adopted a new constitution and gave priority in future programs to promoting greater activity by branches.

The Commonwealth Group of Experts met under the chairmanship of the Secretary-General of the Caribbean Community and Common Market in February and March to complete their report to Commonwealth governments on means for closing the gap between rich and poor countries. The Canadian High Commissioner in Barbados has been serving as the Canadian expert in this group.

Canada participated in an 11-man team of industrial specialists that met to consider measures for accelerating the pace of industrial development. The team submitted a preliminary report to the Commonwealth heads-of-government meeting in June.

A Canadian delegation took part in a Commonwealth-wide seminar in Jamaica, organized by the Commonwealth Youth Program for the purpose of encouraging greater involvement by young people in the development of their countries.

Canadian participants presented papers to the Fourth Triennial Conference of the Association for Commonwealth Literature and Studies, which met in New Delhi in January.

The Executive Council of the Commonwealth Science Council met in May in London and organized a September seminar on energy matters. A Canadian delegation attended the seminar, which was held in Barbados.

The biennial conference of the Royal Agricultural Society of the Commonwealth met in Regina and later in Jamaica.

The sixteenth meeting of the Commonwealth Telecommunications Council was held in Singapore.

In Canada, the Royal Commonwealth Society continued to be engaged in a wide variety of activities. One of the more notable was the fifth Student Commonwealth Conference, held in Ottawa. More than 100 Canadian students from across Canada took part.

# La Francophonie

The year 1977 was productive for the affairs of La Francophonie. Canada participated in a number of international conferences and meetings attended by representatives of both governmental and non-governmental organizations.

There is a potential for nations speaking the same language to further their political, economic, cultural and trade relations. The majority of states where French is a language of communication within the country or with the outside world, i.e. some 30 countries, decided to take part in organizations representing a population of 250 million on four continents.

Canada continued to work towards the strengthening of the international French-speaking community in order to make it a useful forum and an effective framework for co-operation, particularly between industrialized and developing countries. Canada's constant support in the past, and the constructive role it continued to play during 1977, have earned it a leading place in the French-speaking community.

## Agency for Cultural and Technical Co-operation

The highlight of 1977 for La Francophonie was the general conference of its Agency for Cultural and Technical Co-operation, held at Abidjan from December 14 to 17. The Canadian delegation was headed by Jean-Pierre Goyer, Minister of Supply and Services and adviser to the Secretary of State for External Affairs on matters relating to French-speaking countries. The Provinces of Quebec, New Brunswick and Ontario were represented by, respectively, Claude Morin, Minister of Intergovernmental Affairs, Jean-Pierre Ouellet, Minister of Youth, Recreation and Cultural Resources, and René Brunelle, Provincial Secretary for Resources Development and Minister Responsible for Bilingualism.

The conference welcomed three new members to the Agency - Comoro Islands, Djibouti and Zaïre - and acknowledged the withdrawal of Madagascar. New Brunswick was admitted as a participating government, thus becoming the second Canadian province (Quebec being the first) to be granted that

status. By the end of the year the Agency comprised 26 members states, two associated states and two participating governments. The retiring Secretary-General, Dankoulodo Dan Dicko of Nigeria, was re-elected for a fresh term of four years. Three of the four deputy secretaries-general were also re-elected: Léopold Amyot, seconded from the Canadian Department of External Affairs, Abdelaziz Driss of Tunisia and Simon-Pierre Nothomb of Belgium. André Clérical of France was elected to the fourth position of deputy secretary-general, to replace the late Louis Capelle.

The Agency's General Conference in Abidjan appeared to usher in a period on consolidation. The priorities that had been defined at the last General Conference, held in 1975 in Mauritius, were reaffirmed. These priorities reflected three areas of concern - development, the promotion of national cultures and languages, and educational, scientific and technical co-operation. Moreover, in view of the limited human and financial resources the Agency had at its command, the conference declared itself in favour of greater concentration on multilateral programs with more clearly defined objectives corresponding more closely to the aims of the Agency. The conference reaffirmed its conviction that such programs had to meet the priority needs of member states and achieve results directly benefiting the people of the member countries.

An important result of the conference was the launching of the Special Development Program for promoting development through economic, social and cultural co-operation financed by voluntary contributions. This program is meant to fill the gaps in other bilateral and multilateral co-operation activities. It will study and implement development projects corresponding to the needs of each country, especially in the spheres of education, research, agriculture, health and social communication. It is open to all countries that are members of the Agency and of the French-speaking ministerial conferences. Canada, one of the chief

originators of the program, contributed \$750,000 to it in November and hoped to increase its contribution to \$2 million during the next three years. Simon Venne, a Canadian seconded from CIDA, was appointed Director-General of the Special Program.

In addition, the general conference took note of the result of the Conference of Ministers Responsible for Science Policy in Agency member countries, which was held in Luxembourg from September 19 to 24. At that conference, the Agency's science policy was initiated and a program of scientific and technical activities was established.

The general conference agreed to hold in 1979 a meeting of ministers responsible for co-operation with the aim of improving the Agency's activities in this area. It was also agreed that the next general conference would be held in Lebanon in 1979.

In February, the Agency convened a meeting in Chad of ministers responsible for handicrafts in order to formulate guidelines for Agency handicraft activities. A visit to Ottawa was made in April by Agency Secretary-General Dan Dicko, who met with the Prime Minister, the Secretary of State for External Affairs, the adviser to the Secretary of State for External Affairs on matters relating to French-speaking countries and the President of CIDA, as well as senior officials. The visit gave Canada an opportunity to confirm the importance it attached to consolidating and broadening the activities of the Agency as the central body of the international French-speaking community.

### **Conference on education**

The thirtieth session of the Conference of Ministers of Education of French-speaking Countries took place in Brussels from March 14 to 18. The Canadian delegation was headed by the Ambassador to Belgium, and included the Vice-Premier and Minister of Education of Quebec, as well as officials of the Provinces of New Brunswick, Ontario and Manitoba. The conference theme was elementary and secondary teacher development. The conference ratified the

merging of the technical secretariats of the two sectoral conferences, that of Ministers of Education and of Ministers of Youth and Sports. The conference also took note of its increased collaboration with the Agency for Cultural and Technical Co-operation, especially in the area of local production of pedagogical materials.

The thirty-first session was scheduled to be held in Ouagadougou, Upper Volta, in March 1978, on the themes of the relations between school and life, and the production of pedagogical materials and documentation.

### **Conference on youth and sports**

The annual session of the Conference of Ministers of Youth and Sports of French-speaking countries was held in Lomé, Togo, from September 26 to 30. The Canadian delegation was headed by Jean-Pierre Ouellet, New Brunswick's Minister of Youth, Recreation and Cultural Resources, and included Claude Charron, minister responsible for the Quebec High Commission for Youth, Recreation and Sport, and official from Ontario and Ottawa. The conference agreed to co-ordinate its youth activities with those of the Agency for Cultural and Technical Co-operation. Canada contributes to certain those programs, including a work camp for young people in Benin. In addition, the Permanent Technical Secretariat administers on behalf of CIDA, a program of scholarship for developing countries that are members of the conference to be used for physical education. Quebec and New Brunswick likewise contribute to the financing of certain programs. The next session of the conference is to be held in Libreville in August 1978.



# United Nations

## Non-governmental organizations

Canada has continued to encourage, and in many cases to provide support for, a number of French-speaking associations of persons in the professions and other fields of endeavour who wish to establish bonds of co-operation and mutual understanding. The interest manifested by these associations and the activities they have sponsored have contributed much to the progress achieved by the international French-speaking community.

An important development during the year was the creation of the Conseil international des radios-télévisions d'expression française (CIRTEF) - an international council of French-language broadcasting systems - to meet a need of the international French-speaking community in the area of communications. The decision to create CIRTEF was taken at an international symposium of broadcasting agencies held in Montreal from June 6 to 10. The symposium, organized jointly by the Department of External Affairs, the Department of Intergovernmental Affairs of Quebec, the CBC French network and the Quebec Broadcasting Bureau, was held under the aegis of the Agency for Cultural and Technical Co-operation, bringing together representatives of radio and television bodies from about 30 French-speaking countries.

The Association of Partly or Wholly French-Speaking Universities (AUPELF) organized a meeting of departments of French studies from various parts of the world in Strasbourg from July 17 to 23. The International Association of French-Speaking Parliamentarians (AIPLF) held its eighth general assembly in Paris from July 8 to 14. In Canada, Laval University was host for a symposium with the theme "La Francophonie and the Commonwealth: myth or reality", from March 31 to April 2, and the University of Moncton held the seventh Biennale de la langue française from August 23 to 31 with the theme "The French language and cultural identity".

Within the UN system, the main event of 1977 was the adoption by the Security Council of a resolution imposing mandatory military sanctions on South Africa - the first occasion such action had been taken against a member state. A less-visible development was the emphasis on rearranging the economic and social sections of the UN system to provide better direction and greater resources for the many UN programs in these fields.

Although there were modest improvements in the UN's work, these activities did not generate much public enthusiasm and did not dispel public doubt about the UN's relevance to current international problems. This mood of public scepticism was perhaps linked to the feeling that the member states of the UN could and should do more to live up to the high purposes expressed in the UN Charter, to which they have all subscribed. Mr Jamieson, in his statement to the General Assembly during the general debate, referred to this attitude when he said that "the performance of the United Nations and of its member states is being examined more closely and critically than ever before, for the sound and obvious reasons that the stakes are higher than ever before".

Nowhere is this truer than on the question of the Middle East, which remained a major preoccupation throughout the UN system. The issue was not as disruptive as in previous years, but the General Assembly debate and the many resolutions it generated revealed no fresh thinking; not even Mr Sadat's dramatic trip to Jerusalem towards the end of the debate inspired a new approach within the UN.

The other major intractable political question facing the United Nations was the situation in Southern Africa, which several times during the year was the subject of intense debate in the Security Council and which led to the adoption of 30 resolutions by the General Assembly.

The Anglo-American proposals for a negotiated settlement in Rhodesia called for a major UN role to help bring the parties together and to ensure an orderly and peaceful transition to majority rule. Security Council Resolution 385 laid the basis for an

initiative by the five Western members of the Council (Britain, Canada, France, Germany, the United States) to bring about the independence of Namibia on the basis of free elections supervised by the UN - efforts that were still continuing at the end of the year.

Some modest steps were taken in the field of arms control, and the special session on disarmament in 1978 was expected to give fresh impetus to the search for means to halt and reverse the arms race.

Human rights were another high-priority subject throughout the UN system in 1977. The two main barriers to progress in the area were the difficulties of agreeing upon a common approach to this sensitive question and the jealous protection by member states of the principle of national sovereignty. However, Canada and other like-minded countries took the position that human rights were a legitimate subject of international concern; and they will continue to press for improvements in the UN machinery designed to protect human rights throughout the world.

During 1977 the UN admitted Djibouti and Vietnam, bringing the number of member states to 149.

Canada began its fourth two-year term on the Security Council on January 1. Of the Council's 73 meetings during the year, 48 were devoted to African questions, and most of the others were taken up by discussions of the Middle East and Cyprus. Most debates concluded with resolutions worded in such a way that they did not attract negative votes, which has become a common Security Council practice. An exception was the vote by Canada and the other four Western Council members against three African-sponsored draft resolutions calling for measures against South Africa in terms they could not support. But agreement was later reached on a resolution, couched in more acceptable terms, condemning South Africa for its *apartheid* policies, and on the resolution imposing a mandatory arms embargo.

## Southern Africa

Southern Africa continued to concern the United Nations, and there were a number of significant developments during 1977.

The Security Council, following further repressive measures by the South African Government and the death in prison of Steve Biko, a respected black leader, unanimously adopted on November 4 a resolution imposing a mandatory arms embargo on South Africa. This was the first time that the Security Council had taken action against a member state under the provisions of Chapter VII of the Charter. Canada, as a Council member, expressed strong support for this measure, which reflected a policy followed by the Government since 1963, when the Security Council first recommended cessation of arm shipments.

Canada also participated with the other four Western members of the Security Council in joint effort to bring about the independence of Namibia on the basis of Security Council Resolution 385, which set out the conditions for an internationally-acceptable settlement. The five countries undertook repeated and intensive consultations with South Africa and with the South West Africa People's Organization (SWAPO), which initially made good deal of progress. Some of the more contentious issues, however, were not resolved by the end of 1977, and the search for an agreement continued into the new year.

Two UN special conferences dealing with Southern Africa were held during 1977. The International Conference in Support of the Peoples of Zimbabwe and Namibia took place in May in Maputo, Mozambique, and the World Conference for Action against *Apartheid* was held in August in Lagos, Nigeria. All major Western nations, including Canada, were represented at these conferences, which achieved considerable success. The member states' disposition to flexibility and compromise resulted in consensus declarations, which served to warn white ministries in Southern Africa that their policies were not acceptable to the world community.

Canada supported British-U.S. proposals for negotiated settlement in Rhodesia and indicated it was prepared in principle to



contribute to a Zimbabwe Development Fund, which would form part of a final settlement. Canada also supported a Security Council resolution requesting the Secretary-General to appoint a special representative to discuss with all the parties the transition to majority rule.

The General Assembly debate on Southern Africa took part against the background of these developments in the Security Council, although one Western criticism was that the many resolutions adopted by the General Assembly did not sufficiently reflect them. In his statement to the General Assembly during the general debate, Mr Jamieson had criticized the proliferation of resolutions and their often ritualistic nature, and he noted that "by passing more resolutions, we have succeeded, paradoxically, in ensuring that they receive less, not more, attention".

The number of General Assembly resolutions directly concerned with Southern Africa totalled 30, reflecting in tone and content the resolutions adopted the previous year. Canada again demonstrated its support for justice and racial harmony in Southern Africa, and for the legitimate aspirations of the peoples of Rhodesia and Namibia, by voting in favour of 16 of these resolutions. The inclusion of unacceptable elements in three resolutions, such as the singling-out of some countries for one-sided criticism or the blanket criticism of all economic relations with South Africa, led Canada and many other Western countries to vote against them. Canada abstained on the remaining 11 because it had reservations on certain aspects of their provisions, or because they prejudged questions that were still to be discussed in the Security Council. (See also "English-speaking . . . Africa".)

## Middle East

Despite Egyptian President Sadat's visit to Israel in 1977 and the establishment of direct contact and negotiation between Egypt and Israel, debate in the General Assembly on the Middle East largely followed the pattern of previous years and continued to be sterile and sometimes acrimonious. Several resolutions that Canada considered to be one-sided or impractical were adopted. In short, the atmosphere of cautious hope generated by developments in the Middle East was not reflected at the United Nations.

Eighteen resolutions relating to the Middle East were passed by the General Assembly; of these, Canada voted in favour of nine, and against four, and abstained on five. Canada has always tried to maintain a balanced position on all Middle East resolutions, and each of its votes reflects the most careful consideration of all aspects of the text of each particular proposal. The basis for the Canadian position continued during 1977 to be support for the framework within which it was hoped to achieve a peaceful settlement, as set out in Security Council Resolutions 242 and 338. Canada therefore opposed resolutions that appeared to prejudice current and future negotiations. A new resolution was introduced at this Assembly censuring Israel for establishing new settlements in occupied Arab territories and Canada supported this resolution because of its belief that the establishment of settlements in the occupied territories would make the realization of a negotiated solution in conformity with Resolution 242 more difficult.

The Security Council devoted only seven meetings to Middle East questions (including renewal of the mandates of the UN Emergency Force and the UN Disengagement Observer Force), compared to 39 in 1976. Members of the Council agreed not to indulge in a lengthy debate or to support resolutions that might impede the negotiations. (See also "Middle East".)

## Cyprus

Canada's principal contribution towards peace in Cyprus continued to be the maintenance of Canadian soldiers in the UN Force in Cyprus (UNFICYP). Canada expressed concern in the General Assembly debate on Cyprus over the continuing inadequate financial support of the force by member states in spite of the importance attached to the UN role on the island. In addition, Canada expressed disappointment that the presence of UNFICYP had not led to significant progress in achieving a political solution to the problems of Cyprus.

The resumption of talks between the Greek and Turkish Cypriot communities in April temporarily raised hopes that a solution might



be found, but these expectations were not realized. Nevertheless, the emphasis in the General Assembly resolution on the need to resume intercommunal talks, especially the provision calling on the parties concerned to co-operate with UNFICYP, enabled Canada to support this resolution (See also "Defence relations".)

## Peace-keeping

The mandates of the main UN peacekeeping forces in which Canada is a major participant were extended by the Security Council during 1977: the United Nations Emergency Force (UNEF), which is stationed in the Sinai, for a full year until October 24, 1978; the United Nations Disengagement Observer Force, (UNDOF) for six months, until May 31, 1978; and the United Nations Force in Cyprus (UNFICYP), also for a six-month period, until June 15, 1978.

Though the UN has successfully operated peacekeeping forces in the field, there has been considerable disagreement over peacekeeping policy. The Special Committee on Peacekeeping Operations, of which Canada is a member, remained unable to produce guidelines for future peacekeeping operations because of differences among its members concerning the principles governing the establishment and day-to-day control of such operations. The Special Committee discussed the question of "practical measures" - improvements that would help ensure better preparation of operations and greater efficiency for peacekeeping forces in the field. The mandate of this committee was renewed at the thirty-second session for another two years. The committee was also requested to devote attention to practical measures. (See also "Defence relations".)

## Disarmament

The UN's role in the search for a solution to the complex problems of disarmament continued at the thirty-second session; however, disappointment over the lack of progress was reflected in the 100 statements of national position and the adoption of 24 resolutions. Despite the lack of any dramatic breakthrough, the atmosphere was conducive

to progress, and a greater spirit of compromise was displayed by members states. Attention was focused on the special session on disarmament, to be held in May and June 1978, which, it was hoped, would give new impetus to international efforts to halt and reverse the arms race. In his statement of October 27 to the General Assembly's First Committee, the Canadian representative said that, although achievements had been disappointing up to that time, there were grounds for optimism at least three crucial areas where current efforts had resulted in opportunities for major progress - the Strategic Arms-Limitation Talks between the U.S. and the U.S.S.R., international efforts to strengthen the non-proliferation system, and negotiations for a comprehensive test-ban. He added that these developments provided no grounds for complacency, adding that, on the contrary, efforts to enhance international security required a greater sense of urgency because the success of this enterprise depended on the intensity of the effort — particularly by states of military significance — in the next few years. (See also "Arms control and disarmament".)

## Economic and social questions

The sixty-second and sixty-third sessions of the Economic and Social Council dealt with a variety of items of concern to Canada, which completed a three-year term on the Council in December.

The traditional social-affairs orientation of the spring (sixty-second) session was maintained, though the work of several scientific and technical bodies was also reviewed, including those dealing with population questions, cartography, the transport of dangerous goods, statistics and international drug control.

The two most important debates on human rights centred on the UN Decade for Action to Combat Racism and Racial Discrimination and UN activities for the advancement of women. On the former theme, the Council adopted a resolution establishing the necessary agenda and machinery for the 1978 World Conference to Combat Racism and Racial Discrimination, its adoption without a formal vote constituted progress towards the original international consensus on the goals of the UN Decade. The initial consensus had been disrupted in time by UN General Assembly Resolution

3379 (XXX), equating Zionism and racism. In the interpretation of Canada and the others, the 1977 ECOSOC resolution, however, referred only to decisions adopted by consensus, in line with the original 1973 UN Declaration. The General Assembly subsequently endorsed this resolution.

With regard to women's rights the Council took the following action: forwarded to the Assembly a draft convention on the elimination of discrimination against women; invited the heads of UN agencies to organize training programs for women in development-planning and management; asked the Secretariat to prepare a questionnaire to enable governments to report on the implementation of the World Plan of Action; began preparatory work for the 1980 World Conference on the UN Decade for Women; and requested that UNESCO organize seminars designed to help countries improve the image of women through educational materials.

The summer (sixty-third) session of the Council focused on economic questions and issues of co-ordination within the UN system. Discussion continued concerning food problems, science and technology, the environment, industrial development, transnational corporations and implementation of the International Development Decade. New discussions focused on consumer protection and development of the marine environment. The Council agreed to special international assistance measures for a number of economically-disadvantaged states and areas (Angola, Cape Verde, Sao Tome and Principe, Comores, Botswana, Lesotho, Mozambique, Zambia and the Sudan-Sahel region).

Progress was made in development of an intergovernmental institution to follow up the work of the 1976 *Habitat* Conference held in Vancouver, and the General Assembly approved creation of a 58-member Human Settlements Commission, to which Canada was subsequently elected.

Agreements of association with the newly-created International Fund for Agricultural Development and the World Tourism Organization were approved, bringing the total number of UN Specialized Agencies to 19.

In the General Assembly a package of proposals was accepted for the rearranging of the UN's secretariat and intergovernmental machinery. Among the proposals accepted were: that ECOSOC should meet more frequently in shorter, subject-oriented sessions; that there should be a gradual integration of many of the smaller voluntarily-financed development funds; and that a position of Director-General for Development and International Economic Co-operation should be created, the incumbent of which would be second in rank to the Secretary-General and would be charged with leadership and co-ordination of UN programs and negotiations over the entire economic and social spectrum.

A further reform was the creation of a Committee of the Whole, which would meet between General Assembly sessions to supervise implementation of decisions relating to a "new international economic order", facilitate negotiations on outstanding issues in other bodies, and exchange views on global economic problems.

In June, the International Labour Organization (ILO) elected Joe Morris, President of the Canadian Labour Congress, as chairman of its governing body, a position he will hold until June 9, 1978. The United States withdrew from the ILO on November 6, thereby fulfilling the notice of intent to withdraw that it had given two years previously.

In September G.N. Vogel, former Chief Commissioner of the Canadian Wheat Board, was appointed Executive Director of the World Food Program. The WFP began in 1963 to establish international procedures for meeting emergency food needs and to implement pilot projects of assistance to social and economic development.

## Human rights

Canadian concern for the promotion of human rights continued to be expressed during 1977 in multilateral bodies such as the Belgrade follow-up meeting of the Conference on Security and Co-operation in Europe, the



Commonwealth heads-of-government meeting in London, and the United Nations.

During the Commonwealth heads-of-government meeting in June, the Canadian Prime Minister played a leading role in the adoption of declarations that condemned the violation of human rights in Uganda.

Canadian efforts on human rights at the Belgrade meeting were based on the belief that human rights had clearly become valid subjects of international concern and possessed direct relevance to the idea of *détente*. The Canadian delegation was active throughout discussions of the Helsinki Final Act, but its attention was focused on human rights and human contacts. As a reflection of the Canadian public's concern, Canada co-sponsored new proposals aimed at: (a) the right of the individual to communicate with his government without suffering for it; (b) the freer movement of people, especially for family visits and family reunification; (c) the freer flow of ideas, especially in the form of printed information; (d) freer contacts between people in business, science, education and culture.

Since the adoption by the UN of the Universal Declaration of Human Rights in 1947, issues of human rights have been prominent in the debates of the General Assembly and other UN bodies. In 1976, the legal basis for international enforcement of human-rights standards was strengthened with the entry into force of the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights and the latter's optional Protocol. Canada, having acceded to these covenants in 1976, was able to participate in the elections to the Human Rights Committee, the monitoring body established by the covenants. This committee held its first meeting in the spring of 1977 and Professor Walter S. Tarnopolsky of the Osgoode Hall Law School, York University, was one of 18 persons elected to the committee (on which they serve in their personal capacities).

In 1977, Canada continued, as a member of the Commission on Human Rights (until December 1978), to press for the adoption of effective mechanisms for the promotion of human rights. Matters of particular concern to Canada during the session of the commission once again included torture and religious intolerance. Also, at the instance of Canada, the commission discussed the effects of science and technology on human rights, a problem of discrimination against children born out of wedlock. In the General Assembly, Canada shared in the attempt to establish the position of United Nations High Commissioner for Human Rights. However, consideration of the draft resolution, co-sponsored by Canada, was deferred on a procedural motion and the subject was instead referred to the Commission on Human Rights. (See also "Economic and social questions.")

## Canadian financial contribution to UN system

The thirty-second session of the General Assembly approved a 1978-79 biennial budget of \$984 million. These funds will be used to support the economic, social and humanitarian activities of the UN and to meet the costs of staff salaries, headquarters maintenance and publications. Expenses are shared by all member states on a scale based largely on figures for relative national income. Under the newly-revised scale adopted in 1977, Canada will be assessed 3.04 per cent of the regular budget, up from 2.96 per cent. Canada's contribution of \$11,930,457 (U.S.) will be the ninth-largest. As a member of the UN Specialized Agencies, Canada also pays the assessments, amounting to approximately \$1 million in the fiscal year 1977-78.

The Canadian contributions for UN peace-keeping cover primarily expenses exceeding those that would have been required to maintain the same forces in Canada. It is estimated that Canada spent a total of about \$12 million for UNIFCYP in the fiscal year 1976-77, including normal pay and allowances; about \$3 million of this total was attributable solely to the presence of 515 Canadian Forces personnel in Cyprus. About \$800,000 of this total, which is to be refunded by the UN, represents the approximate annual cost of the Canadian airlift to Cyprus. In the Middle East there are almost 1,100 Canadian



serving with UNEF II and UNDOF at a total annual cost of approximately \$13 million, including pay and allowances. Under a special formula to reimburse troop contributors, about \$9 million is claimed from the UN annually by Canada to offset these expenses. As the entire cost of UNEF-UNDOF is borne by the UN membership, Canada, as a member of the UN, is assessed about 3 per cent of that cost, amounting to \$2.9 million in the fiscal year 1976-77.

Voluntary contributions, mostly for development-assistance costs as distinguished from regular budget expenses, constitute a much larger part of Canada's financial contribution to the UN system, amounting in 1977 to \$168 million. Canada gave priority to the UN's central development-assistance funds, such as the United Nations Development Program (UNDP) and United Nations Children's Fund (UNICEF), which together received about \$40 million from Canada, and to the World Food Program, to which Canada gave \$99 million (\$10 million cash, \$89 million in food grains). The concentration of its aid in these UN institutions reflects Canada's position as one of the world's major food-producers and its preference, in principle, to channel assistance through general-development funds rather than the various special-purpose funds established from time to time by the UN Specialized Agencies. Smaller contributions in cash and kind went towards refugee activities, programs for the benefit of the victims of *apartheid*, and humanitarian and disaster-relief assistance, all of which responded to urgent needs in the international community. The major part of such expenditures were channelled through the Canadian International Development Agency.

## Special conferences

Each year the United Nations, through its related organs and programs and through the Specialized Agencies, sponsors several major conferences on the solution of particular world problems. These conferences are usually concerned primarily with technical questions and most representatives, including those of Canada, are specialists on the subjects discussed. Though political differences often arise, these conferences provide opportunities to resolve them.

In 1977 there were a number of special UN conferences, the most important of which were: the United Nations International Water Conference, held in Mar del Plata, Argentina, to discuss the problem of the international or transboundary fresh-water supply and the quality of fresh water; the third United Nations Conference on the Standardization of Geographical Names, held in Athens, Greece, to discuss the reports of various regional committees on nomenclature and cartography and to standardize geographical names; and the United Nations Conference on Desertification, held in Nairobi under the auspices of the UN Environment Program, to discuss problems of prolonged drought, particularly in Africa, and solutions such as increased use of dry-land farming techniques. Another special meeting was the Conference of Plenipotentiaries on Territorial Asylum, held in Geneva, which discussed the increasing problems of stateless persons and refugees in finding permanent residence in other countries.



# Foreign Policy Co-ordination



# Federal-provincial relations

The Department's Federal-Provincial Co-ordination Division was established in September 1967 in response to the Canadian Government's decision to expand its capacity to satisfy the international aspirations of provincial authorities and to facilitate better their legitimate international activities.

Through the division the Department has sought to maintain a continuing working relation with provincial governments in order to keep itself informed of provincial aims, aspirations and policies with international implications. This division has served as an instrument for the development of effective co-operation with the provinces by means of liaison visits to provincial capitals and the co-ordination of activities relating to provincial concerns in the international field of other federal departments and agencies and of Canadian missions abroad.

The year 1977 was one of continuing provincial involvement in international activities. A number of major international conferences involved the participation of various provincial governments, including: the United Nations Water Conference; the sixth session of the Law of the Sea Conference; the World Health Assembly; the International Labour Conference; the Food and Agriculture Organization Conference; the UN Economic Commission for Europe Seminar on Human Settlements and Energy (held in Ottawa); the OECD High-Level Conference on Youth Unemployment; the thirty-sixth session of the International Conference on Education (UNESCO); and the seventh Commonwealth Education Conference.

An Information-Flow Program was created in 1973 to provide the provinces with information from the Canadian Embassy in Washington on the policies and activities of the United States Government in certain areas of provincial interest. The program has been carried out by means of oral briefings, exchanges of visits by officials, and a regular flow of written reports and documents. During 1977 the program was further broadened from its original emphasis on trade matters to include energy matters and environmental and social issues.

The interest of the provinces in the Framework Agreement between Canada and the European Community has led to their integration into the arrangement under the mechanism established by the Joint Co-operation Committee (JCC). During the year, a federal-provincial consultation system was established to keep provinces aware of activities arising from the Framework Agreement. The provinces were invited to participate in joint working groups and more recently in two subcommittees of the JCC dealing with industrial and general co-operation. Consistent with the growing provincial interest in relations with the European Community is the recently-inaugurated Information-Flow Program, modelled on the Washington pattern described above, which is designed to keep the provinces informed of political, economic and social developments in the European Community.

Official relations between provincial and federal officials in contact with the EC also increased. The Canadian Ambassador to the European Community visited Toronto to brief the Ontario Cabinet on the Community. Similarly, the representative in Ottawa of the Commission of the European Communities Ambassador C. Heidenreich, visited several

provinces in the interest of Canada-EC relations. In turn, provincial representatives joined Canadian businessmen in a mission to Brussels in November; they later participated in subcommittee meetings of the JCC.

In the international field, active liaison with the provinces was carried on during 1977 concerning: environmental matters such as the Garrison Diversion, Skagit-Ross Dam and Poplar River projects; energy matters such as the Alcan Pipeline and uranium development; and trade and economic matters such as the convention tax issue with the U.S.A., U.S. agricultural and petrochemical tariffs and the nationalization of the potash industry in Saskatchewan. In addition, much attention was devoted to the provincial interest in the maritime boundary negotiations.

## Visits

The Department assisted in making arrangements for a number of provincial leaders who were going abroad, including: Premier Davis of Ontario, who led an investment mission to Japan and Hong Kong; Premier Hatfield of Nova Scotia, who went to Japan to negotiate a bond issue; Premier Lougheed of Alberta, who visited the U.S.S.R., Iraq, Saudi Arabia, Iran, Israel and Geneva for trade discussions; and Premier Bennett of British Columbia, who visited London, Brussels and the European Community, Bonn, Geneva and Paris in the interest of trade and investment.

The Department also helped make arrangements for visits by foreign leaders to various Canadian provinces, including West German Chancellor Schmidt, Dr B. Vogel, First Vice-President of the West German *Bundesrat* and Premier of the Rhineland Palatinate of the FRG, Prime Minister Andreotti of Italy, and Prime Minister Forbes Burnham of Guyana. Arrangements were also made for over 100 visits by heads of mission in Ottawa to provincial capitals.

## National unity

In response to the interest in matters of national unity, the Department assumed responsibility for co-ordinating the international aspects of this question. It provided special briefing material for use by Canadian missions and for visiting international celebrities. In co-operation with the Federal-Provincial Relations Office, it provided analyses and speech materials for the federal authorities on the international aspects of national unity issues.

# Interdepartmental Committee on External Relations

The Interdepartmental Committee on External Relations (ICER) consists of the Under-Secretary of State for External Affairs (as chairman), the deputy ministers of the Departments of Industry, Trade and Commerce, Employment and Immigration, and National Defence, and the President of the Canadian International Development Agency, the Secretary to the Cabinet and the Secretary of the Treasury Board. This body was established in 1970 to advise the Government, through the Secretary of State for External Affairs, on such matters as the formulation of broad policy for foreign operations, the harmonization of departmental and agency "country plans", the allocation of resources for the conduct of programs abroad, program-implementation, the recommendation of head-of-post appointments and personnel policies for foreign operations. The ICER has a small secretariat staffed by personnel on loan from the departments and agencies responsible for major foreign-operations programs. It is assisted by several subcommittees, including an *ad hoc* subcommittee and an information subcommittee.

During 1977, ICER and its subsidiary bodies concentrated on developing measures to improve the effectiveness of Canada's foreign operations. In response to the Government's policy of manpower restraint, ICER continued to use its "country-programming system" to review the nature and extent of representation abroad and, where possible, to reduce and redeploy the number of personnel abroad. With a view to rationalizing Canadian representation abroad, ICER also undertook a study of the activities abroad of government departments and agencies with limited foreign operations.

The ICER *ad hoc* subcommittee continued to focus its attention on methods of streamlining the country-programming system. It also considered a number of other issues, such as criteria for the opening and closing of posts, official-hospitality guidelines and interdepartmentally-accepted descriptions of foreign operations programs. The information subcommittee, which is concerned with liaison between departments and agencies having information programs abroad, continued its efforts to improve co-ordination in this field.

Table I provides a summary of the location of the 124 Canadian posts in existence in 1977-78 and the 4,872 persons engaged in carrying out the Government's 13 foreign-operations programs in some 140 countries and 39 major international institutions. Table II indicates the relative number of man-years devoted to the major foreign-operations programs by program personnel. Table III breaks down the number of program staff abroad by department or agency, which differ considerably from the accepted foreign-operations programs.



**TABLE I**

**Distribution of Canadian posts and personnel abroad by geographical region in the fiscal year 1977-78**

Geographical region	Number of Canadian posts, missions, offices	Number of countries and institutions involved (1)	Number of (2)	
			program personnel	support staff
<b>Africa and the Middle East</b>	<b>25</b>	<b>67</b>	<b>200</b>	<b>478</b>
English-speaking Africa	9	28	62	164
French-speaking Africa	10	22	67	137
Middle East	6	17	71	177
<b>Asia and the Pacific</b>	<b>17</b>	<b>27</b>	<b>240</b>	<b>616</b>
Asia	4	8	98	210
Pacific	9	12	94	186
South Asia	4	7	48	220
<b>Europe</b>	<b>38</b>	<b>37</b>	<b>528</b>	<b>1 283</b>
Eastern	6	8	64	207
Northwestern	10	8	188	436
Western	22	21	276	640
<b>Western hemisphere</b>	<b>17</b>	<b>30</b>	<b>182</b>	<b>366</b>
Caribbean	4	9	54	109
Latin America	13	21	128	257
<b>United States</b>	<b>18</b>	<b>6</b>	<b>301</b>	<b>467</b>
<b>International institutions</b>	<b>9</b>	<b>19</b>	<b>74</b>	<b>138</b>
<b>Total</b>	<b>124</b>	<b>186</b>	<b>1 525</b>	<b>3 348</b>

(1) Countries with which Canada has diplomatic or consular relations and major international institutions (e.g., the United Nations and its Specialized Agencies, UN regional economic commissions and regional development banks).

(2) Program personnel include Canada-based officers (1,178) and locally-engaged personnel (347) who have responsibility for program-management. Support staff include stenographic, clerical, administrative and other support personnel, both Canada-based (927) and locally-engaged (2,421). These figures include all employees abroad of all federal departments

and agencies except those working for, or on loan to, international institutions, Canadian Armed Forces personnel on operational military duty in NATO and UN peacekeeping operations, and personnel overseas from Crown corporations and other government commercial or proprietary agencies (e.g., Atomic Energy of Canada Ltd, Air Canada, the Canadian Broadcasting Corp., the Canadian Commercial Corp. and the National Film Board). The figures do not include employees of provincial governments or CIDA technical-assistance personnel in developing countries.

TABLE II

**Percentage of time devoted to  
Canadian foreign-operations  
programs by program staff abroad  
in the fiscal year 1977-78**

Program	Percentage distribution of program staff
Consular	3.9
Customs and excise administration	1.0
Defence relations (1)	6.0
Employment and immigration	17.8
General relations	15.9
International development assistance (2)	6.3
Police liaison	2.2
Public affairs	7.4
Science, technology and environment	0.9
Tourism	4.7
Trade and industrial development	25.2
Transport, communications and energy	0.7
Other	1.7
Administration and support	6.3
Total	100

(1) Excludes Canadian Armed Forces personnel engaged in operational activities (e.g., Canada's contingents with NATO, UN peacekeeping operations).

(2) Excludes persons under CIDA's technical-assistance programs abroad (i.e., advisers, experts, educators).

Source: Fiscal year 1978-79 country programs submitted by posts abroad

**TABLE III**

**Total number of program staff  
abroad by department or agency,  
in the fiscal year 1977-78**

Department or agency	Number of program staff abroad
Agriculture Canada	2
Canadian International Development Agency	52
Employment and Immigration	250
External Affairs	514
Finance	3
Health and Welfare Canada	27
Industry, Trade and Commerce	484
Labour Canada	3
National Defence	89
Public Archives	3
Public Works	9
Revenue Canada	16
Royal Canadian Mounted Police	49
Supply and Services Canada	22
Transport Canada	2
<b>Total</b>	<b>1525</b>

Source: Fiscal year 1977-78 ICER manning-level data





# Services to Canadians

# Consular activities

Despite economic conditions, there was no apparent decline in foreign travel by Canadians during 1977 and, in fact, a significant increase took place in the demand for consular services at 108 Canadian posts round the world.

In Ottawa, the Bureau of Consular Services co-ordinated the consular activities of these posts to provide assistance to Canadians living or travelling abroad. It dealt with day-to-day consular cases abroad (e.g. distressed Canadians), long-range emergency planning, family reunification, applications for non-immigrant visas from certain countries, registration of Canadians abroad, and responses to enquiries from the public. It also dealt with consular reports and statistics, consular conventions and multilateral and bilateral agreements, consular-training and -evaluation programs, monitoring of relevant legislative developments, liaison with the travel industry and advice on questions about consular activities. At diplomatic and consular posts abroad, consular work ranged from the issuing of passports, the providing of notarial services and the succouring of Canadian travellers who were ill, penniless or in legal trouble, to full emergency-evacuation procedures.

## Consular assistance

In 1977, Canadian missions abroad reported over 520,000 cases of consular assistance, the large majority of which were routine enquiries, involving the issuing or replacement of passports and help in obtaining visas. There was a significant decline, however, in most of the serious categories of consular assistance to distressed individuals. Fewer than 2,800 Canadians (compared to 3,200 in 1976), encountered financial difficulties requiring the aid of Canadian posts in obtaining funds from relatives and friends in Canada or emergency assistance. The number of Canadians repatriated on a cost-recovery basis was at the same level as in 1976—250 cases.

Canadian posts provided assistance and advice to next-of-kin in connection with the deaths abroad of 405 Canadians. There were fewer reported instances of Canadians being

arrested or detained by foreign authorities over the year, consular officers helped 833 Canadians to obtain legal counsel and to remain in touch with their families. Besides ensuring that Canadians were not denied the process of law in accordance with the law of the country concerned, consular officers endeavoured to ensure humane treatment of the accused and maintained regular contact with Canadian prisoners. In 1977, fewer than 275 persons were detained or imprisoned on drug charges, compared to 312 in 1976. The number of Canadians who encountered emergency medical problems abroad last year requiring assistance from Canadian posts was 568.

The coming into effect of the new Citizenship Act on February 15, 1977, was accompanied by a major increase in the number of enquiries about Canadian citizenship. Two provisions of the Act were of special interest to many Canadians living outside Canada, viz. that children who had been born to a Canadian mother and non-Canadian father outside Canada between January 1, 1947, and February 15, 1977, became eligible for a form of Canadian citizenship, and that Canadian citizens no longer faced automatic loss of citizenship if they acquired the citizenship of another country. While all posts registered an increased demand for citizenship information, Canadian posts in the United States received large numbers of applications and requests for information owing to the considerable number of Canadians living in the United States.

In 1977, Canada signed treaties with the United States and with Mexico on the execution of penal sentences (exchange of parolees and prisoners). Ratification and implementation are to follow passage of enabling legislation, which had been introduced into Parliament by the end of the year. Once the treaties are in force, more than 90 prisoners in U.S. penal institutions are eligible in Mexico to be eligible to return to Canada to serve the remainder of their sentences. Consular services are to continue for detainees not yet sentenced who are not covered by the proposed legislation.

Under the amended Old Age Security Act proclaimed as law on July 1, 1977, former residents of Canada with at least 20 years of residence in Canada after the age of 18 became entitled to receive a portion of the full pension at age 65, without returning to



# Passport Office

Canada. In order to qualify for an Old Age Security Pension, applicants from abroad had to provide proof of residence in Canada, which inspired many requests for assistance by elderly Canadians, particularly in the United States.

In expectation of the follow-up meetings to the Conference on Security and Co-operation in Europe (CSCE), which opened in Belgrade in October to review implementation of the Final Act of the CSCE, public interest in such questions as the reunification of families, family visits and the freer movement of people continued to grow during 1977. As a result, the Department was involved in representations on behalf of Canadian residents to governments of many countries rigidly controlling emigration. The volume of such representations increased considerably over previous years.

The Department continued its co-ordinating role in the processing of visa applications by non-immigrants from certain designated countries. The number of applications showed a steady increase over past years, mainly as a result of Canada's expanding trade relations, though the volume was not as high as in 1976, when the Olympic Games and the *Habitat* conference were held in Canada.

The Department was represented on the Refugee Status Advisory Committee, which reviewed 522 claims for refugee status during 1977.

## Awareness program

The Consular Awareness Program continued through the year, with a special emphasis on travel-industry relations, and the Department participated in meetings of the Alliance of Canadian Travel Associations. A modest advertising campaign, intended to alert young travellers to the most common pitfalls of international travel, was undertaken in the spring of 1977. Departmental officials and regional passport-office directors participated in television and radio programs and press interviews dealing with consular matters. A feature of the Consular Awareness Program during 1977 was the production of a completely-revised booklet for Canadian travellers entitled "Bon Voyage, but . . .", which is issued free with all Canadian passports. At the year's end, a special program was under way to familiarize approximately 2,200 travel agents across Canada with the booklet and to provide them with stocks for the use of Canadian travellers.

The Passport Office provides passport services to Canadian citizens and issues certificates of identity and UN refugee-convention travel documents to legally-landed aliens now living in Canada. There are regional passport offices in Edmonton, Halifax, Montreal, Toronto, Winnipeg and Vancouver, the major departure-points for Canadians going abroad.

In 1977, the number of passports issued increased by 13.1 per cent over the figure for 1976, to an estimated 738,612. Of the total, an estimated 40,430 passports were issued at posts abroad. The balance between regional offices and headquarters, which had levelled off after the postal strike in November 1975, was maintained, the regions showing a 1.9 percent increase.

The number of certificates of identity and refugee travel documents issued was 3,277, 17.6 percent below that for the previous year. The shorter residence period for Canadian citizenship may have been partly responsible for the decrease, though no large groups of refugees were admitted to Canada during the year.

The number of valid passports in current use in December 1977 was estimated at about 3,072,000. At that time there were 13,637 valid certificates of identity and refugee travel documents in circulation.

Regional offices, including the public counter in the Lester B. Pearson Building in Ottawa, accounted for about 58 per cent of the total number of passports issued in Canada during the year; the remainder were issued by the central processing unit at headquarters, following application by mail. The regional offices promoted public-information programs concerning passports, and assisted with the Consular Awareness Program by means of talks to interested groups and radio and television messages. In addition, they provided Canadians with information on conditions in troubled parts of the world and helped them to determine the whereabouts and well-being of relatives travelling abroad and to make arrangements for sending funds to them if they were in distress.

On October 3, the Federal Government announced that the mail business of the Passport Office would be moved from the National Capital Region to Sydney, Nova Scotia. The relocation plan provides for the mail business to begin operating in Sydney late in 1979.



# **Public Affairs and Press Relations**



To a growing extent, all units of the Department at home and abroad are involved in varying degrees in the increasingly comprehensive field of public affairs.

The concern of the Department with public affairs reflects the importance of public opinion, both at home and abroad, in the attainment of foreign policy objectives. In dealing with countries possessing representative governments, it is important to remember that the attitudes of particular segments of the population can decisively affect the course of governmental action. Even in closed societies, governments display some degree of sensitivity to public opinion, both domestic and international. In addition, attitudes formed abroad can have an impact at home. The object of the Department's public-affairs programs is to provide the means of communication between Canadians and their Government, on the one hand, and audiences abroad, on the other, to ensure understanding of Canadian goals and attitudes.

The environment in which Canadian foreign relations are conducted has changed markedly in recent years and, in the public arena, requires increasing sensitivity and ability on the part of Canadian representatives abroad. In 1977, considerable international attention was paid to Canada, largely because of its domestic political and economic affairs. It became a matter of daily concern at many posts to explain the democratic process as it operated in Canada, and to emphasize its distinctive attributes and national purpose.

In 1977, effort was focused on sharpening public-affairs programming through the systematic alignment of activities to post objectives, closer collaboration with federal and provincial departments and other interested entities, the introduction of public-affairs training for foreign service personnel and locally-engaged staff, and improvement in the despatch of policy and background information to posts. Canadian citizens and private organizations were kept as well informed as possible of the Department's activities in order to create greater understanding of foreign-policy questions.

During 1977, the Department continued to enhance the mutual understanding of Canada and a number of foreign countries through cultural- and academic-relations programs, also sought to reflect internationally the creativity of Canadian culture and learning achievements in their own right and as an essential contribution to the long-term promotion of foreign-policy objectives.

# Academic relations

Following some internal reorganization within the Department during 1977 for the purpose of grouping academic-related responsibilities (except those of the Historical Division) in one division, the work of the Academic Relations Division has comprised four elements: the domestic academic-relations program, the program of Canadian studies abroad, international academic and scholarship exchange programs, and liaison with provincial authorities and non-government organizations on questions of Canadian participation in international conferences and activities.

## Domestic academic-relations program

The purpose of this program was to subject Canadian foreign policy to informed comment and criticism. An improved awareness of foreign-policy issues was encouraged by the widespread use of departmental speakers, by the holding of conferences and by the dissemination of background information. The end of the year witnessed the extension of this program to other sectors of the community, such as church, labour and business groups interested in Canadian foreign policy.

To encourage dialogue with the academic community, senior foreign service officers and "visitors" were seconded to Canadian universities. The program freed officers from departmental duties for one academic year, enabling them to devote their time to teaching, writing, performing research and holding seminars on international relations at the universities they visited. In 1977-78, officers were lent to British Columbia, Dalhousie, Laval and Mount Allison Universities.

The Foreign Service Visitors Program and the Departmental Speakers Program are indispensable parts of this activity. During 1977, departmental officers gave 136 lectures and seminars, and 15 seminars were given to members of the Department by distinguished journalists, academics and foreign officials.

The Department provided support for conferences on a variety of themes related to Canadian foreign policy and to international relations. Briefings were also provided for groups of students visiting the Department.

## Canadian studies abroad

The Department extended its program of Canadian studies abroad to expand the nucleus of professors and students familiar with Canada, to develop an awareness of the qualities of Canadian scholarship, particularly in the social sciences and the humanities, and to stimulate exchanges between Canadian and foreign academics.

The principal areas of concentration in 1977 were the United States, Britain, France, Germany, Italy, Japan and Belgium. Canadian studies were developed by awarding visiting professorships, supporting joint research projects, encouraging inter-university contacts, making gifts of Canadian books and learned journals, organizing conferences and seminars, and making grants to publications and national associations for Canadian studies.

## United States

Co-ordinated by the Association for Canadian Studies in the United States (ACSUS), which is supported by the Department and has more than 500 members drawn from nearly all the 50 states, Canadian studies continued to expand in the United States during 1977. Contributions were made to Yale, Johns Hopkins, Northwestern and Duke Universities to assist in the development of academic interest in Canadian affairs. Individual grants were made to a number of American academics for research and study in Canada during 1977, to equip them to give Canadian courses at their universities. Speakers were provided to universities whose curricula featured seminars on Canada, and books and journals were provided to institutions in support of their Canadian studies programs.

Assistance was given to two seminars and workshops conducted for high-school teachers by universities in the southern and eastern states; and discussions were held on similar programs proposed for 1978 in the mid-West and on the West Coast with the aim of introducing Canadian content into state secondary-school programs.

## Belgium

Belgian interest in Canadian studies found expression during the year in requests for documentation, exchange of professors between Toronto and Antwerp, and professorial visits from the Universities of Montreal and British Columbia. At the request of the University of Liège, a University of Ottawa professor took part in a seminar on psychiatric methodology and documentation. A member of the staff of the University of Montreal made a study of Canadian material in Belgian university libraries. In addition, a delegation of education officials from the Atlantic Provinces visited Belgium to study the organization of education, and Belgian specialists came to Canada to learn about the teaching of visual and theatre arts. Young Belgians came to Canada and young Canadians went to Belgium under the terms of the intergovernmental specialization and research scholarship program.

## Britain

The growing British interest in Canadian studies was reflected in the appointment in 1977 of a full-time academic relations officer to the Canadian High Commission in London. Professor Allan Cairns, a political scientist from the University of British Columbia, became the third occupant of the Chair of Canadian Studies at the Centre of Canadian Studies, University of Edinburgh. At the University of Sussex in Brighton, the Visiting Canadian Studies Fellow was Professor Peter Neary, a historian from the University of Western Ontario. The British Association of Canadian Studies received assistance for seminars and for publication of a *Bulletin of Canadian Studies*.

John Moldenhauer, Head of Acquisitions at the Library of the University of Guelph, toured several British universities to study Canadian holdings in British libraries and to advise British librarians on obtaining Canadian materials.

## Federal Republic of Germany

During 1976, the first year of the program in the Federal Republic of Germany, a number of universities expressed interest in studies about Canada. In 1977, this interest was encouraged by the provision of Canadian books, bibliographies and learned journals to 22 universities, by lecture tours of Canadian academics and by a number of regional seminars on Canadian topics.

A colloquium on Canadian studies in Germany attended by over 60 academics representing 21 German universities, was held at the Theodor Heuss Akademie in Garmersbach in February, and a Co-ordinating Committee for Canadian Studies in the Federal Republic was elected and given the task of preparing the way for the creation of an Association for Canadian Studies. Plans were also made to establish several major resource facilities for Canadian studies at some of the existing centres of interest. Also under study were proposals on academic exchanges with the Federal Republic, in some of which faculty members and students already studying Canadian topics at their respective universities would be involved.

## France

Academic relations with France have generally consisted of university exchanges and co-operation at other teaching levels. The exchanges have taken the form of visits, missions, lectures, conferences, joint projects, teaching, gifts of books and study and research trips. The aim of the Canadian program of studies recently set up in France has been to establish a network of communication among teachers and students in institutions of higher learning by drawing the attention of academic circles to the origin, nature and quality of Canadian intellectual activity, particularly in the social sciences and humanities.

During the past year, several Canadian and French universities took part in exchange programs. In addition, the Association française d'études canadiennes organized seminars in Paris on the historiography of New France and on literature and ethnic diversity. A third seminar on ideology and politics, took place at York University.



Several provinces took part in missions, exchanges of language assistants and other educational activities arranged at various levels. The intergovernmental scholarship program enabled young people from all parts of Canada to pursue university studies in France for a year and French students to attend various Canadian universities.

## Italy

During 1977, ten universities offered or planned to introduce courses on Canada. Interest ranged from literature at the Universities of Bari, Messina, Venice, Bologna, Pisa, Turin, Urbino, Florence and Rome to history at Genoa, Bologna, Pisa and Florence, law at Bologna, and native art at Urbino. The University of Messina offered an interdisciplinary approach to Canadian studies. At present, some 200 Italian students are taking part in courses on Canada and some 50 postgraduate theses on Canadian topics are being written at Italian universities.

Several regional seminars on Canadian studies were organized, and a major gathering of Italian scholars with an interest in the subject was held at the University of Bologna. This meeting has resulted in plans for an Italian Association for Canadian Studies and an Italian *Journal of Canadian Studies*. The University of Bologna held a second seminar on a Canadian theme, and a small Centro di Studi Italo-Canadesi was established by the Faculty of Law.

The interest of Italian academics in Canadian studies was encouraged by gifts of library materials on Canada, lectures by visiting Canadian professors and aid to academics coming to Canada to improve their knowledge in their particular field of teaching and research.

## Japan

In 1974, the Canadian and Japanese Prime Ministers announced plans for establishing complementary programs, of approximately \$1 million each, for the development of Japanese

studies in Canada and Canadian studies in Japan. The Canadian program was inaugurated by Mr Trudeau during his visit to Japan in 1976.

Until recently, few Japanese scholars considered Canada a subject warranting separate study; their image of Canada had centred primarily on economic relations, especially as regarded the supply of raw materials. The Canadian studies program in Japan was created to shift this emphasis to the distinctive attributes of Canadian life and scholarship.

The program now encompasses several universities in the Tokyo and Kyoto areas. History Professor H. Vivian Nelles of York University, the first visiting professor of Canadian studies to be sent to Japan under the program, offered basic introductory courses in Canadian history, politics, society and economics at Tsukuba, Keio and International Christian Universities. He was succeeded in 1977 by Professor Eric Ross, the head of Mount Allison University's Department of Geography. Professor Toyomasa Fusé of York University, whose comparative courses in sociology included extensive Canadian content, taught during 1977 at Kyoto and Doshisha Universities. Professor Kalevi Holsti of the University of British Columbia taught political science at the University of Kyoto during the spring term.

Books on Canada, bibliographies and learned journals were provided to 12 universities. Three basic texts on the Canadian economy were translated into Japanese. To commemorate the centennial of Canadian-Japanese diplomatic relations, the Department of External Affairs commissioned a history of Canadian-Japanese relations by Professor Klaus Pringsheim of McMaster University, which is to be published in the language of both countries. Three Japanese scholars were brought to Canada in 1977 to expand their knowledge of the country. In the summer of 1977, under the leadership of Professor Bamba of Tsuda College, a formal Japanese Association of Canadian Studies was founded. Under its sponsorship, the first Canadian studies conference, attended by more than 30 Japanese scholars, was held in the autumn of 1977.

# Cultural affairs

## Scholarships and academic exchanges

In continuation of its awards program, the Department offered some 250 scholarships for postgraduate work at Canadian universities to scholars from 22 countries. These countries grant a comparable number of awards to Canadian students. Travel grants from the Department permitted more than 100 Canadian academics to teach at foreign universities or to participate in learned conferences abroad. Another program of grants, financed by the Department and administered by the Canada Council, enabled Canadian universities to bring more than 60 foreign professors, experts and artists of world eminence to Canada to give courses at institutions of higher learning. The Department also helped more than 30 English-speaking Canadians to travel to France to combine postgraduate studies with the teaching of English, as part of an exchange program that brought an equal number of French-speaking language assistants to Canada.

The Department gave assistance to a number of academic missions, including a delegation of German state-education authorities who visited several Canadian provinces to discuss exchanges of high-school students and teachers, and representatives of the Association of Community Colleges of Canada, who visited European and African countries to discuss international co-operation at the junior-college level.

In association with the Council of Ministers of Education (made up of the education ministers of the ten provinces) and national non-governmental organizations, the Department made arrangements for Canadian participation in various educational activities, carried out under the auspices of international organizations such as the OECD, UNESCO and the Commonwealth.

Cultural relations have become an increasingly effective means of creating understanding among nations and awareness of the values they share. Since Canadian cultural programs have been designed principally to support foreign-policy aims, they have been concentrated in countries of special importance to Canada. They have also attempted to meet the needs of the Canadian artistic community by publicizing Canadian achievements in the arts abroad, thereby providing opportunities for Canadian artists to become better known and to perform in other countries. Programs include tours by performing companies, art exhibitions, exchanges of persons, book donations, special events such as "Canada Weeks" and participation in international festivals.

## Cultural agreements and programs

Canada has signed cultural agreements with Brazil (1944), Italy (1965), Belgium (1967), the Federal Republic of Germany (1975), Mexico (1976) and Japan (1976), as well as a German Exchanges Agreement with the U.S.S.R. (1971). It has also had active programs of cultural exchange that were not governed by formal diplomatic instruments.

The Mixed Commission administering exchanges with France met in Ottawa in May. The Belgium-Canada Mixed Commission met in Ottawa in October and the Quebec-Belgium Subcommittee met in Quebec City. In November, federal and provincial officials met with Mexican representatives to develop a one-year program of exchanges, and they visited London to develop further cultural links with Britain.

## Artistic exchanges and cultural promotion

Les Grands Ballets Canadiens toured Latin America in May and June, giving 44 performances in ten countries. The company's repertoire featured Fernand Nault's *Carmen*, *Burana* and Brian Macdonald's *Tam Ti L* and their reception everywhere was enthusiastic and critics were unanimous in their praise. Entre-Six and Le Groupe de la Place Royale, two modern dance companies, made



successful debuts in New York with assistance from the Department. The Contemporary Dancers of Winnipeg were also given support to appear at three important festivals in the United States.

In November, the Department, with the co-operation of the Canada Council, the Canadian Music Centre, the Canadian Broadcasting Corporation and its own cultural centres in Paris and London, sponsored a week-long promotion in both cities of contemporary Canadian compositions, under the title "Musicanada". Each series was designed to bring music critics, concert agents and producers into direct contact with a representative sample of Canadian musical compositions, interpreted by outstanding Canadian performers. The project included over 80 musicians and featured works by 32 living Canadian composers. The musicians involved in the series were the Orford Quartet, le Quintette à Vent du Québec, the Canadian Brass, la Société de Musique Contemporaine du Québec, the Festival Singers, and the conductors Mario Bernardi, who directed the British Broadcasting Corporation Symphony, and Pierre Hétu, who conducted the Nouvel Orchestre Philharmonique de Paris. Most of the concerts were broadcast nationally by the BBC or Radio-France, dramatically multiplying their audiences. Subsequently the Department supported a week of similar musical events in Germany produced by the Composers, Authors and Publishers Association of Canada. This series was opened by Boris Brott, conducting the Beethovenhalle Orchestra, and involved most of the "Musicanada" groups. The Festival Singers and the Canadian Brass, along with mezzo-soprano Lois Marshall, visited the U.S.S.R., where they performed to overflow houses. The Department also helped the McGill Chamber Orchestra make a December tour of Poland, Hungary and Czechoslovakia that received similarly high praise. Support was also given to the Quebec Symphony Orchestra for a performance in Washington, D.C.

The tour of the People's Republic of China in March by the Canadian Brass was a milestone event of 1977. The group met with a friendly reception for its performances in concert halls and factories, and opened the way for closer cultural co-operation with the P.R.C. The Shanghai Ballet Company appeared in five Canadian cities in May on its first tour in North America. The success of these tours entailed close collaboration between the Chinese and Canadian Governments.

Individual musicians who received financial help in giving concerts abroad included the classical piano-duo Bouchard and Morrisett (who represented Canada at the Cervantino Festival in Mexico), the folk trio Stringband (Mexico), the guitarist Leona Boyd (Latin America), Camerata (Europe), the popular singer Murray McLaughlin (Japan), the folk-singer Raoul Roy (North Africa and Senegal), the York Winds ensemble (New York), the pianist Irving Heller (Italy), the soprano Anna Chornodolska (Mexico), the organist Raymond Daveluy (Switzerland), the pianist Karen Quinton (Europe), the cellist Gisela Depkat (Belgium), the folk-singer Raymond Brault (Louisiana), the folk ensemble Maple Sugar (Washington, D.C.), and the Artists' Jazz Band (New York). The composer Harry Somers made a lecture tour of the U.S.S.R. at the invitation of the Union of Composers, and Murray Schafer lectured in Poland, Britain, Portugal, Italy and Germany. A series of television films of popular singers from Quebec was purchased by the Department for showing in French-speaking Africa. The Department continued to support the activities of Les Jeunesses Musicales/World Youth Music. A delegation of Japanese music critics and concert agents was brought to Canada on a familiarization visit.

The Department sponsored, during the year, a tour of France and Belgium by the Théâtre Expérimental de Montréal (TEM). The TEM project was a unique transatlantic experiment involving Belgian and French actors and directors, who worked first in Canada with the TEM and later performed with the Canadian company during its tour abroad. The Department also sent the Théâtre Populaire du Québec to the Festival d'Avignon in France



to present Roland Lepage's *Le Temps d'une vie*. The Coad Puppets visited Japan, the Théâtre des Pissenlits, a company performing for children, was sent to the New England states, and the Canadian Puppet Festival was aided in making a tour of the Western United States.

The Department continued to work with other government agencies to assure Canadian participation in film festivals and special cinema events. One such occasion was a retrospective showing of Canadian films in Tokyo by the Japan Film Theatre.

Visual-arts projects in 1977 were highlighted by the launching of a major travelling collection on a three-year tour. "Canadian Contemporary Painters", 21 canvases featuring work by seven artists, was drawn from the Art Bank of the Canada Council and opened at the Canadian Cultural Centre in Paris prior to a four-month tour of galleries in New Zealand. The collection will be on view throughout Australia during 1978. "The Group of Seven", an exhibition of 44 paintings from the McMichael Canadian Collection, continued its international circuit under the joint sponsorship of the Department, the Province of Ontario and Air Canada. Following showings in Britain in January, the paintings were displayed in Munich, Bonn, Leningrad, Kiev, Moscow and Hamburg during the balance of 1977. Works by six Canadian artists were lent by the Art Bank for display as part of an international show held at the Museum of Modern Art in Belgrade during the follow-up meeting of the Conference on Security and Co-operation in Europe. The works were seen afterwards in Ljubljana, Yugoslavia, at the Museum of Modern Art.

A number of special collections provided by other government agencies were sent abroad by the Department. The H.J. Warre Collection of historical material from the Public Archives was shown in the Western United States, and "Links to Tradition", a collection of contemporary native art assembled by the Department of Indian and Northern Affairs, visited Brazil. The Department also supported the display of Canadian "video" arts at the Sao Paulo Biennale, and it helped individual artists and private galleries to participate in the Paris Biennale and the Basel and Bologne art

fairs. The Department's eight print collection remained in circulation in many parts of the world. Three familiarization tours of Canadian galleries were sponsored by the Department bringing critics and gallery directors from Japan, Britain and Germany to learn more about Canadian visual arts. The Canadian cultural centres in Paris, London, Brussels and New York arranged year-round schedules of exhibitions, which included shows by some Canada's most promising young artists.

The Department has sponsored two annual literary prizes, one in co-operation with Belgium and the other in co-operation with Australia, which are awarded respectively to French-language and English-language writers. They are awarded alternately to Canadian authors and writers from the two other countries. In 1977, the winners were a Belgian, Marcel Moreau, and a Canadian, J. Munro. Margaret Atwood was invited by the Cini Foundation to give a series of lectures in Italy, and Marshall McLuhan addressed a seminar at the Venice Biennale. Canadian poets were given help in attending poetry festivals abroad, and an annual grant was again provided to the Rencontres québécoises internationales des écrivains. Canadian participation in book fairs at Frankfurt and Brussels continued.

## Youth exchanges

Under various programs, young people from Canada and abroad were given the opportunity of visiting each other's countries where they stayed with families, worked on public-service projects and travelled extensively. The Young Leaders program involved students from Belgium, Britain, France, Finland, the Netherlands and Japan in exchanges with young Canadians. The Young Technicians exchange program involved young professionals from Canada and Mexico, and a summer-work program exchanged students between Canada and Germany.

## Sport

The Department was instrumental in preparing the ground for the successful negotiation of the Gleneagles Declaration against *apartheid* in sport by Commonwealth heads of government, which enabled African nations to accept invitations to the Commonwealth Games scheduled for Edmonton in 1978. The Department supported the visit of the Minister of State for Fitness and Amateur Sport, Iona Campagnolo, to the Federal Republic of Germany, the German Democratic Republic, Poland and Hungary. As a result of Mrs Campagnolo's visits, sports relations with these countries were improved and an exchange arrangement was signed with Poland. The participation of *Team Canada 77* in the World Hockey Championships in Vienna was supported by the Department, as well as a visit to China by the University of Toronto *Blues* hockey team. The Department helped Hockey Canada to bring Chinese players and coaches to Canada for a training period and, as in previous years, it advised and supported Canadian sports bodies that engaged in international meets and competitions.

Canada has participated enthusiastically in a variety of scientific programs such as the International Oceanographic Commission, the "Man and the Biosphere" Program, the International Hydrological Program, the International Geological Program and UNISIST - the UN intergovernmental program for co-operation in the field of scientific and technological information. Canada participated in the major Intergovernmental Conference on Environmental Education held in Tbilisi, U.S.S.R., in October. In 1976, Canada was elected to the 15-member World Heritage Committee and participated in the international campaign for the protection of the world's most significant historical and cultural monuments.

## UNESCO

The activities of the United Nations Educational, Scientific and Cultural Organization (UNESCO) - encompassing the natural and social sciences, education and culture - have been of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of higher learning, and to a number of private organizations and individuals. The Department has worked closely with the Canadian Commission for UNESCO, and Canada's permanent delegation to UNESCO in Paris has served as intermediary between these Canadian entities and the UNESCO Secretariat to ensure that UNESCO benefited fully from Canadian experience and that affiliated Canadian bodies were kept informed of matters of interest to them.



# Historical affairs

Volume twelve in the series *Documents on Canadian External Relations* was published during the summer. For technical reasons, the twelfth volume (1946) appeared before the ninth, tenth and eleventh volumes, which will cover the second half of the Second World War (1942-45). The mood at the end of hostilities is conveyed clearly in this volume of more than 2,000 pages, two-fifths of which is devoted to the efforts to establish peace in Europe and Japan and to the early activities of the United Nations and its Specialized Agencies.

Research and related work on the three remaining volumes progressed according to the schedule established a few years ago. As planned, the ninth volume (1942-43) is to be published around the middle of 1978, with the tenth and eleventh volumes (1944-45) to follow. The schedule has been rearranged to make room for the second volume of the *Documents on Relations between Canada and Newfoundland (1935-49)*, which is to be published before the tenth and eleventh volumes in the *External Relations* series.

The Department's aim in publishing the record of its foreign policy has been to facilitate university research and teaching in this field. Accordingly, it has made available a selection of documents from a large collection of records. The wide range of subjects treated in these volumes has illustrated the multiplicity of bilateral relations and the complexity of multilateral relations. Produced by professional historians, each of these volumes is a copious record of events reflecting the vagaries of international politics. The series enables researchers and specialists alike to view major political decisions in their global context and to understand the sometimes complex motives behind them.

The benefits to Canada from the publication of a series of this kind are far from negligible. It is one of the best means of making Canada's foreign policy known both at home and abroad. The volumes are available to the public in the major libraries and universities of Canada and in the major universities of a number of countries where Canadian courses are now given.

As in the past, members of the Historical Division represented the Department in universities both in Canada and the United States. Members have been invited to give series of lectures to university audiences or papers at seminars on modern Canadian history and foreign policy. Others have shared the results of their research by publishing original articles.

Particular attention was paid during the past year to the Oral History Program, which was introduced several years ago to complement the written information available. At least a dozen senior officials, either retired or still in work, were interviewed by departmental officers. A number of these interviews were conducted in order to provide material for a book to be published on Norman A. Robertson's contribution to the development of Canada's foreign policy during his long career.

The Division also approved for release a number of manuscripts, theses and articles prepared on the basis of research among departmental files and it was responsible for granting access to files under certain conditions; more than 50 professors and doctoral students were given permission to consult the files during 1977. The Division arranged interviews with members of the Department acquainted with various files in order to provide researchers with additional information. It gave oral and written replies to numerous requests from professors, journalists and researchers, about 60 of which were received each month.

During the year, the Division was preparing for the transfer to the Public Archives of files covering the period 1940-48; about 60,000 files will soon be added to the Public Archives holdings.

In the course of the year, the Canadian section of the Pan-American Institute of Geography and History (PAIGH) published the report of the Geography Commission meeting held in Ottawa in May 1975. With the co-operation of PAIGH headquarters in Mexico City, the report was sent to universities and national libraries of all countries in the hemisphere. A Canadian delegation participated in the PAIGH General Assembly, which was held in Quito from August 15 to 30. Canada was chosen for a second time as the host of the Geography Commission, and Professor Harold Wood of McMaster University was given a second four-year term as president of the Commission.



# Information services and public relations

The sophistication of mass communications since the Second World War has made public opinion an increasingly significant factor in the formation of the foreign policy of many governments, and this has affected the conduct of international diplomacy. Today, it is often no longer enough for an ambassador to explain his country's views to foreign ministers and officials; he may also find it necessary to inform the general public, or special sections of it, in his area of accreditation.

During the year, all Canadian embassies, high commissions and consulates undertook some kind of press and information program. Such activity was most intense in the United States, Western Europe and Japan, because of the importance these areas have had for Canada and the benefits it has expected from the dissemination there of Canadian information.

The general direction of the press and information program abroad was the responsibility of the Department in Ottawa. A large variety of information materials was produced at headquarters, and a wide range of projects was devised to convey the messages of the Government's information program to particular foreign audiences in terms suited to their special interests. Much of this work consisted of answering inquiries and distributing materials reflecting Canadian policy and interests in various regions. Films, exhibits, audio-visual aids, publications, speeches and seminars were employed in the effort to foster a clearer understanding of Canadian aims, policies and achievements by "priority" audiences. In general, the purpose of this activity was to project an image of Canada abroad as a distinctive, sophisticated and stable society that had much to offer the rest of the world and to inform the foreign public of developments in federal-provincial relations.

For their local programs Canadian posts received briefing materials on government policy for use in contact with foreign governments, the news media and the public. To this end they were sent texts of statements and speeches, press scans and press-guidance and background materials on a variety of domestic and foreign-policy issues, including the economic situation in Canada, northern pipelines, Canadian nuclear policies and human rights questions.

## Publications

The Department produced a broad selection of publications - in English, French and a number of foreign languages - on Canadian themes, directed at selected audiences. In 1977 these included a book on Canadian involvement in the United Nations during the 30 years since its creation, and a booklet on Canada and the Commonwealth. The periodical *Canada Weekly* was distributed (on request) in English, French, German and Spanish versions to some 20,000 readers throughout the world. About a quarter of a million copies of the booklet *Facts on Canada* were distributed abroad in 11 languages. Illustrated articles and photo-stories were prepared for publications issued by a number of Canadian posts in local languages or for submission to foreign publications. Press kits were prepared for journalists accompanying Canadian ministers on visits abroad or attending international conferences, and for journalists visiting Canada with foreign leaders. Nearly 600 journalists and "opinion-formers" were brought to Canada from 48 countries for briefings and familiarization tours. Background material was prepared for speech-makers, and lecture tours by Canadians were arranged at home and abroad in support of specific objectives.

The bimonthly *International Perspectives*, a journal of informed opinion on Canada's role in world affairs and on current international questions, has become well established during the six years of its existence. Its distinctive feature has been the policy of opening its pages to free expression of opinion by specialists - foreign as well as Canadian - on various aspects of international affairs.

## Films, television and exhibits

Television having become an information medium of prime importance in many parts of the world, efforts were made by the Department to take advantage of the opportunities it afforded. For example, the Department supported the production of

several television programs in French and English for broadcast in the United States, Britain and France, and for further use in Third World countries. The Canadian Consulate in Buffalo continued to produce a regular weekly program on Canada for broadcast in its area. Seventeen principal posts - in the United States, Western Europe and Japan - were provided with video-cassette equipment to support their public-affairs programs and received public-affairs features provided by the Department in co-operation with Canadian television organizations for showing to selected audiences. All films produced by the National Film Board have become available in video-cassette form and are used in certain parts of the world. A hundred prints each of NFB films in Spanish and Portuguese versions were provided to posts in Latin America exclusively for television broadcast, and other films were made in German, Italian, Arabic, Russian and Japanese versions, as well as Spanish and Portuguese, to increase their use by posts and to update post libraries. The Department assisted foreign film teams visiting Canada in producing programs on location; five such teams came from Japan alone during 1977.

Motion-picture film continued to play an important role in the public-affairs program. Outstanding films of the National Film Board and private producers were made available for distribution to posts abroad, and remain in constant demand throughout the world. The tape-film libraries maintained by virtually all posts rely heavily on NFB films.

Exhibits are often used to further programs, and five new displays - in addition to several dozen already in existence - were produced for circulation on six continents. On the average, an exhibit on Canada opened somewhere in the world every third day during 1977, often featuring a unique aspect of Canada, such as its polar regions or its West Coast native peoples. A major exhibit on the social dimensions of Canadian architecture was produced for showing in both the United States and Europe. Smaller travelling exhibits on Canadian construction techniques, Canadian cities and ice hockey were prepared for showing throughout the world.

## Institutional liaison

The Department organized speaking tours in Canada by both Canadian and foreign officials, and arranged group visits to international organizations such as NATO and the European Communities. It arranged for participation in seminars on foreign-policy themes by officials of the Department or by foreign guests. It co-operated with the information services of NATO, the Commonwealth, the UN and the European Communities by producing or participating in the production of exhibits and slide shows and by distributing within Canada publications such as *NATO: Facts and Figures*.

The Department was responsible for administering grants to Canadian organizations with a special interest in foreign policy, such as the Canadian Institute of International Affairs, le Centre québécois de relations internationale and the Atlantic Council of Canada.

The impact of various programs described above on the foreign news media, governments, non-governmental organizations and opinion-formers was monitored and evaluated with a view to refining and improving the services provided.

## Special projects

In connection with world-wide Silver Jubilee celebrations during 1977, the Department sponsored a special exhibition, "The Queen and Canada", which was presented in London. It helped to finance and organize performances by the RCMP Musical Ride throughout Britain during the summer months. Commonwealth celebrations were also co-ordinated in numerous centres across Canada.

# World Exhibitions Program

## Press Office

The International Bureau of Exhibitions (BIE) registered an Australian proposal for an international universal exposition in 1988 to commemorate the bicentennial of the discovery of Australia. Patrick Reid, Director General of the Department's Bureau of Public Affairs, was elected unanimously to the presidency of the BIE for a two-year term.

The operational side of the World Exhibitions Program remained quiet, pending receipt of official invitations to participate in an international universal exposition scheduled for the Los Angeles area in 1981, and in a special international exhibition on energy to be held in Knoxville, Tennessee, in 1982. Invitations from the United States Government requesting Canada's participation in the two exhibitions were expected early in 1978.

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The Head of the Press Office serves as the Minister's and the Department's official spokesman and made public the official position on foreign-policy questions. Besides answering questions from journalists and handling the Department's day-to-day press relations, he arranges general press conferences for the Minister at home and abroad and specialized briefings on complex subjects. The Press Office issues press releases on behalf of the Department and the Minister containing the formal announcements of the Department, texts of statements and speeches by the Minister, policy statements on international affairs and the like.

The Press Office gives assistance to Canadian journalists going abroad on assignments, and makes arrangements for journalists accompanying the Minister when he travels to foreign countries or attended international conferences. Similarly, it helps, together with other divisions in the Department, to organize programs for press parties accompanying foreign leaders on official visits to Canada; this includes accreditation and arranging for attendance at major events and setting up meetings with federal and provincial officials.

The Press Office also prepares press scans from a cross-section of selected major Canadian newspapers and electronic media summarizing domestic and international news and issues of relevance to the Department.





# **Resources, Personnel and Communications**

# Foreign representation in Canada: protocol

The number of countries having diplomatic relations with Canada now stands at 132: there are 69 resident ambassadors, 18 resident high commissioners, 32 non-resident ambassadors and 13 non-resident high commissioners. In addition, there are the International Civil Aviation Organization (ICAO), which is located in Montreal, with representatives from 39 member states and a large secretariat, the delegation of the European Economic Commission, the Office of the High Commissioner for Refugees, the International Labour Office and the United Nations audio-visual information centre on human settlements, recently established in Vancouver. The total number of consular and other diplomatic offices outside Ottawa is now 315, a slight decrease, owing in part to adjustments in the consular territories of the accrediting countries.

## Protocol

During 1977 the Office of the Chief of Protocol maintained contact with the missions, providing services and advice in accordance with Canada's obligations under international conventions and Canadian laws and regulations. Such matters as the protection of foreign embassy and consular personnel, and ceremonial arrangements involving the diplomatic corps and Government hospitality to foreign visitors, were the responsibility of the Office. It was also responsible for overseeing the privileges and immunities of 759 diplomatic personnel, some of whom were resident outside Canada, 624 individuals and their families attached to consulates, and 641 foreign administrative and support staff and their families. There were also 215 private servants working for foreign representatives. At the ICAO headquarters in Montreal, besides the 39 representatives of the member states, there were 108 senior officials, whose status was similar to that of the diplomats, and an administrative and support staff of 299 persons.

The Office continued to help newly-arrived foreign personnel to understand Canadian customs and the Canadian laws and regulations they would be expected to observe, and to intervene to prevent misunderstandings between members of the diplomatic community and Canadian citizens from having an adverse effect on the work of foreign missions, while protecting the interests of Canadians.

The Office was also responsible for welcoming foreign visitors and for offering them Government hospitality. In 1977, the Department's services organized 359 receptions and co-ordinated arrangements for 120 visits to Canada. These included state official visits by: the heads of state of Belgium, Gabon, Mauritania and Tanzania; the heads of government of Britain, Denmark, Grenada, Guyana, the Federal Republic of Germany, Italy, Singapore and Western Samoa; and ministers of foreign affairs of Barbados, Britain, China, France, Japan, Mexico, Nigeria and Sudan. Arrangements were also co-ordinated for official travel abroad by the Prime Minister to Britain, France, Iceland and Washington, and by the Secretary of State for External Affairs to Brazil, Britain, Colombia, Egypt, Greece, Israel, Mexico, Peru, Spain and Yugoslavia.



# Personnel

External Affairs is the department whose activities cover the largest geographical area. External's Canadian operations, including those at headquarters in Ottawa and at six regional passport offices, require the services of 2,002 employees. In addition to the personnel working inside Canada, 1,345 Canadians and 2,373 local employees serve at 125 posts in nearly every corner of the globe. So widespread an organization, with the consequent diversity of its activities, imposes heavy - and often unique - demands on a personnel system.

The 1977 work of the Personnel Bureau will serve to illustrate this point. For example, with the other foreign-service departments, the Bureau continued to ensure that its cross-Canada recruiting process found the candidates best qualified for a rotational career. The staffing of foreign missions involved 872 postings from headquarters to posts and between posts. The operation of an appraisal and promotion system for employees regularly on the move to all parts of the world required the convening of more than 40 committees and boards composed of over 120 officers and support staff. The preparation of employees for foreign assignments involved many kinds of training, much of it unique to this Department; this included courses for some 336 employees in Canada and abroad in over 30 languages. The Bureau also organized several seminars on the practical and psychological problems of retirement. Finally, to ensure fair and reasonable conditions for employees working abroad, often in circumstances very different from those prevailing in Canada, the Bureau provided a good deal of assistance in a number of areas that are not usually the concern of an employer (e.g., education, accommodation, medical care, transportation, etc.).

So comprehensive a system must obviously be flexible enough to cope with changing conditions and expectations, both at home and abroad. Among the important developments and innovations in a number of areas in 1977 was a review of the promotion-and-appraisal system for support staff. Two new programs were introduced to provide greater opportunity for the

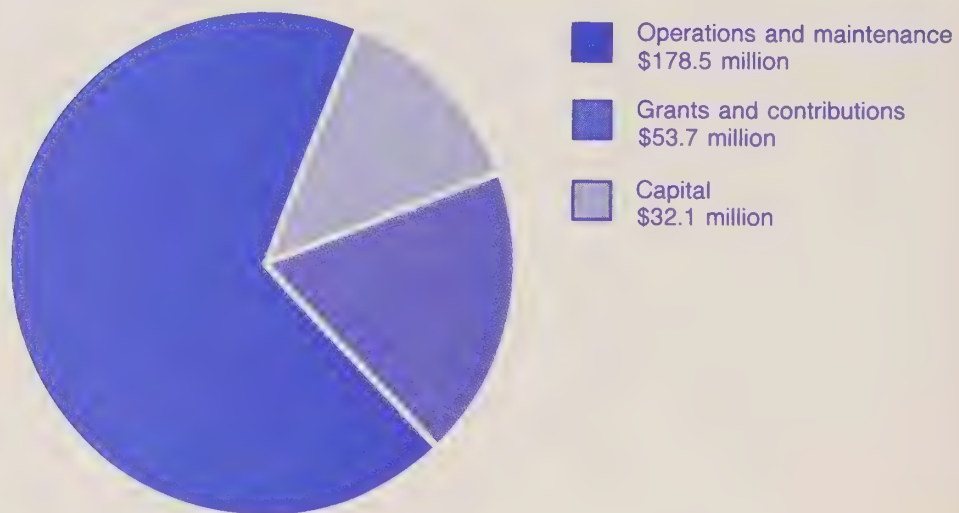
advancement of support staff into the officer groups - including an intradepartmental competition at the FS-1 level and an Officer-Specialist Development Program. For officers, a new training program was introduced to provide better preparation in public affairs. The first steps were taken towards the introduction of a career-streaming process to encourage Foreign Service Officers to focus their attention on fewer areas of departmental operations than in the past. In 1977 significantly-increased resources, embodied in a Human Resources Planning Section, were devoted to planning in the personnel area, and in particular to increasing emphasis on the Equal Opportunities Program. Consultations were held with other departments in order to design an efficient and equitable system for paying the bilingual bonus to rotational foreign-service personnel.

The Department continued to ensure that the benefits of the Foreign Service Directives were appropriately provided to all its employees, and it also provided certain administrative services to employees of other departments on posting abroad. Changes were introduced into the official hospitality system. While continuing to provide assistance to employees and their families in a wide range of personal concerns, the Bureau stepped up its efforts to develop a departmental policy to combat alcoholism. Numerous labour-management committee meetings were held during the year on all aspects of the Bureau's responsibility for administering more than a score of collective agreements.

Finally, while the Department's general mandate in foreign operations was preserved, efforts were made to relate the activities of the foreign-service community to those of the Ottawa-based Public Service as a whole.

# Budget

The Department's main estimates of \$264.3 million for the fiscal year ending March 31, 1978, provided for operating and capital expenditures and for grants and contributions to national and international organizations.



## External Affairs 1977-78 budget by category of expenditure

Of the total budget, \$121.6 million was used for relations with foreign governments, \$9.9 million for assistance to Canadians abroad, \$28.2 million for information and cultural relations, and \$27.9 million for general administration. In addition, \$76.5 million was required to provide support services to other departments and agencies having representatives abroad, notably the Department of Industry, Trade and Commerce, the Canada Employment and Immigration Commission and the Canadian International Development Agency.

An amount of \$178.5 million was required for operations and maintenance. Included in this category were expenditures of \$95.7 million for salaries and other personnel costs of departmental and post employees, \$16.9 million for rental of properties abroad and the balance for covering a variety of costs associated with the conduct of foreign relations. Travel and communications represented a large portion of the Department's non-salary operating expenses. To provide efficient communications, including courier service, between headquarters and posts abroad, \$9.9 million was needed. The costs of moving departmental personnel to and from posts abroad, both on routine duty and when travelling with dependents, amounted to \$13.7 million.

The capital budget of the Department consisted of \$11.6 million for the regular replacement of equipment, vehicles and furniture and \$20.5 million for the acquisition or construction of property. The latter sum permitted the Department to effect long-term savings through the planned acquisition of property abroad for chanceries, official residences and staff accommodation.

A large part of the total of \$53.7 million identified as grants and contributions consisted of payments resulting from Canada's membership in international organizations. A sum of \$28.6 million was required to meet the mandatory costs of Canadian membership in the United Nations and its Specialized Agencies, including \$3.2 million as Canada's assessed share of the expenses of the United Nations Emergency Force in the Middle East. Grants and contributions were also paid to such organizations as the North Atlantic Treaty Organization (\$2.8 million), the Organization for Economic Co-operation and Development (\$2.3 million), the Agency for Cultural and Technical Co-operation (\$3.2 million), and the Pan-American Health Organization (\$1.9 million). A sum of \$1.2 million is paid by the Department to local authorities in Canada in lieu of taxes on diplomatic and consular property; comparable Canadian Government property abroad is also untaxed.



# Embassies

## A) Resident

(Canadian representative resident in country)

Country	City
Algeria	Algiers
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
Brazil	Brasilia
Cameroon	Yaoundé
Chile	Santiago
China,	Peking
People's Republic of,	
Colombia	Bogota
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
Denmark	Copenhagen
Egypt,	Cairo
Arab Republic of,	
Ethiopia	Addis Ababa
Finland	Helsinki
France	Paris
Germany,	Bonn
Federal Republic of,	
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
Holy See	Rome
Hungary	Budapest
Indonesia	Jakarta
Iran	Tehran
Iraq	Baghdad
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Ivory Coast	Abidjan
Japan	Tokyo
Korea	Seoul
Lebanon	Beirut
Mexico	Mexico City
Morocco	Rabat
Netherlands	The Hague
Norway	Oslo
Pakistan	Islamabad
Peru	Lima
Philippines	Manila
Poland	Warsaw
Portugal	Lisbon
Romania	Bucharest
Saudi Arabia	Jeddah
Senegal	Dakar
South Africa	Pretoria
Spain	Madrid

Sweden	Stockholm
Switzerland	Berne
Thailand	Bangkok
Tunisia	Tunis
Turkey	Ankara
Union of Soviet	
Socialist Republics	Moscow
United States of America	Washington
Venezuela	Caracas
Yugoslavia	Belgrade
Zaire, Republic of,	Kinshasa

## B) Non-resident

(Canadian representative resides at the Canadian mission shown in brackets)

Country
Afghanistan (Pakistan)
Bahrein (Iran)
Benin, People's Republic of, (Ghana)
Bolivia (Peru)
Bulgaria (Yugoslavia)
Burma (Thailand)
Burundi (Zaire)
Cape Verde Island (Senegal)
Central Africa Empire (Cameroon)
Chad (Cameroon)
Comores Islands (Tanzania)
Congo, People's Republic of the, (Zaire)
Dominican Republic (Venezuela)
Ecuador (Colombia)
El Salvador (Costa Rica)
Gabon (Cameroon)
Germany, Democratic Republic of, (Poland)
Guinea (Senegal)
Guinea-Bissau (Senegal)
Honduras (Costa Rica)
Iceland (Norway)
Jordan (Lebanon)
Kuwait (Iran)
Laos (Thailand)
Liberia (Ghana)
Libyan Arab Republic (Egypt)
Luxembourg (Belgium)
Madagascar (Ethiopia)
Mali (Ivory Coast) <sup>1</sup>
Mauritania (Senegal)
Mongolia (Soviet Union)

<sup>1</sup> Officer resident in Bamako (Office of the Canadian Embassy to Mali).

# High Commissions

Mozambique (Zambia)  
 Nepal (India)  
 Nicaragua (Costa Rica)  
 Niger (Ivory Coast)<sup>2</sup>  
 Oman (Iran)  
 Panama (Costa Rica)  
 Paraguay (Argentina)  
 Qatar (Iran)  
 Rwanda (Zaire)  
 Somalia, Democratic Republic of, (Tanzania)  
 Sudan (Egypt)  
 Suriname, Republic of, (Guyana)  
 Syrian Arab Republic (Lebanon)  
 Togo (Ghana)  
 United Arab Emirates (Iran)  
 Upper Volta (Ivory Coast)<sup>3</sup>  
 Uruguay (Argentina)  
 Vietnam, Socialist Republic of, (China)  
 Yemen Arab Republic (Saudi Arabia)  
 Yemen, People's Democratic  
 Republic of, (Saudi Arabia)

2) Officer resident in Niamey (Office of the Embassy to Niger).

3) Officer resident in Ouagadougou (Office of the Embassy to Upper Volta).

## A) Resident

*(Canadian representative resident in country)*

Country	City
Australia	Canberra
Bangladesh	Dacca
Barbados	Bridgetown
Britain	London
Ghana	Accra
Guyana	Georgetown
India	New Delhi
Jamaica	Kingston
Kenya	Nairobi
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Singapore	Singapore
Sri Lanka	Colombo
Tanzania, United Republic of,	Dar-es-Salaam
Trinidad and Tobago	Port of Spain
Zambia	Lusaka

## B) Non-resident

*(Canadian representative resides at the Canadian mission shown in brackets)*

Country
Bahamas (Jamaica)
Botswana (South Africa)
Cyprus (Israel)
Fiji (New Zealand)
Gambia (Senegal)
Grenada (Barbados)
Lesotho (South Africa)
Malawi (Zambia)
Malta (Italy)
Mauritius (Tanzania)
Papua New Guinea (Australia)
Seychelles (Tanzania)
Sierra Leone (Nigeria)
Swaziland (South Africa)
Tonga (New Zealand)
Uganda (Kenya)
Western Samoa (New Zealand)

# Permanent delegations to international organizations

Organization	City
European Communities (Atomic Energy Coal and Steel, Economic) Food and Agriculture Organization International Atomic Energy Agency North Atlantic Council Organization for Economic Co-operation and Development United Nations United Nations (Geneva Office and Conference of Committee for Disarmament) United Nations Educational Scientific and Cultural Organization United Nations Environment Program United Nations Industrial Development Organization Organization of American States (Observer Mission)	Brussels Rome Vienna Brussels Paris New York Geneva Paris Nairobi Vienna Washington

# Consulates General

Country	City
Australia	Melbourne Sydney
France	Bordeaux Marseilles Strasbourg Düsseldorf Hamburg Reykjavik (Honorary Consul)
Germany	Milan
Iceland	Monaco <sup>4</sup>
Italy	Johannesburg Atlanta Boston Chicago Los Angeles New Orleans New York San Francisco Seattle
South Africa	
United States of America	

4) Care of Canadian Consulate General, Marseilles, France



# Consulates

# Delegations to international conferences

Country	City	Conference	City
Britain	Belfast Birmingham Glasgow Manchester	Mutual and Balanced Force Reduction Talks Multilateral trade negotiations	Vienna Geneva
Brazil	Rio de Janeiro Sao Paulo		
Germany	Stuttgart		
Macao <sup>5</sup>			
Mexico	Acapulco (Honorary Consul) Guadalajara (Honorary Consul)		
Spain	Malaga (Honorary Consul)		
San Marino <sup>6</sup>			
South Africa	Cape Town		
United States of America	Buffalo Cleveland Dallas Detroit Minneapolis Philadelphia San Juan (Territory of Puerto Rico)		

5) Care of Canadian Commission, Hong Kong.

6) Care of Canadian Embassy, Rome, Italy.

## Military mission and consulate

## Commission

**Country****City**

Germany

Berlin

**Country****City**Belize<sup>7</sup>Bermuda<sup>8</sup>

Hong Kong

Hong Kong

West Indies Associated States  
and Montserrat<sup>9</sup>

7) Care of Canadian High Commission, Kingston, Jamaica

8) Care of Canadian Consulate General, New York, U.S.A.

9) Care of Canadian High Commission, Bridgetown,  
Barbados.

# Handling of information

## Telecommunications

The Department's secure telegraphic-communications network, which serves the majority of posts abroad, provides what is, in effect, the central nervous system essential to the conduct of Canada's international relations. Telegraphic traffic during 1977 exceeded two million messages, of which more than 50 per cent were carried for departments other than External Affairs. The improved performance achieved through the computerized message-switch installed in 1976 became evident throughout the world-wide network as unusual new requirements for the timely transmission of information placed continuous pressure on telecommunications facilities. Circuit changes permitted the withdrawal of some communicators from the Paris relay centre and, through direct links with headquarters, many posts gained more rapid service. Contracts to acquire a higher-capacity message-switch in 1978 were let with a view to achieving greater efficiency and further substantial cost and staff reductions at home and abroad. New cryptographic devices and ancillary terminals were tested and made ready for installation to begin early in 1978. Exploratory work continued on several systems for future application in the network.

In parallel with measures to achieve greater technical efficiency, a vigorous program of telegram reform was launched to increase the effectiveness of the actual communications passed between departmental headquarters and the posts abroad. The full import and the benefits of this new program are expected to become apparent in the coming year.

## Records-management and information systems

In the area of records-management, progress towards the implementation of the automated information-storage and -retrieval system continued through 1977. Contracts were awarded for the computer, the computer program and the terminals to be placed in the decentralized information-control offices. These steps on the technical side have carried the Department well along the way towards establishing a comprehensive and more accessible information-base for the substantive aspects of international affairs. To provide personnel support, a competition was held to recruit Information-Control Officers, and arrangements were made for training to begin in 1978 in preparation for the assignments of the successful candidates. The bilingual thesaurus to be used for "on-line" indexing and retrieval was completed and the difficult process of refining the terms and phrases was started. The responsibilities and duties of the Central Information-Management Office, which is to monitor and direct the operation of the system, were defined.

The plan to decentralize the information and records systems in order to provide more responsive service to client divisions of the Department required some bureaux to be relocated to provide adequate accommodation for the new sub-units.

The implementation of the information system called for complementary changes in the present Records Management Division, looking to its merger with the Information Systems Division in 1978. In anticipation of this step, the Records Management Division carried out a number of organizational changes in the operation of the complex mail-handling system and pursued an active file-improvement program in preparation for converting a considerable amount of material to microfiche.



## Library

An automated information-retrieval program was successfully introduced during 1977 in the Library Services Division. The daily extraction of statistical and bibliographical information from some 80 data-bases was introduced. Thus periodicals, documents and monographs collected over the years can now be fully used as a result of speedy machine-access. Research to meet the requirements of the Department at home and abroad has undergone substantial expansion as a result of these new capabilities.

The Library staff have themselves adapted well to the rapid developments in the use of microforms and automated systems. For example, departmental membership in a cataloguing consortium promised an increasingly challenging future role for the division. In addition to giving better service to clients, the increasing conversion of material to micrographics has produced immediate and practical benefits through economy of storage space and ease of filing. These developments at departmental headquarters have been matched by improvement of the extensive services provided to posts, and have demonstrated that the Library has a vital function to perform throughout the Department.

## Word-processing

With a view to achieving economies in some of the Department's typing operations, a Word-Processing Services Section was established at headquarters early in 1977. From a small pilot project, the section increased in size in proportion to the additional volume and complexity of work as various divisions turned increasingly to it for specialized assistance.

The technical aspect of word-processing involves the use of equipment ranging from simple magnetic-card and tape typewriters to sophisticated micro-computers equipped with screens and programmable diskettes.

Depending on the media used, documents varying in size from one to 100 pages can be stored on cards, tapes or diskettes for long or short periods, according to specific requirements, and can be reproduced at will for reference or revision.

Word-processing is a central service, available to all units of the Department. It has been found to be of greatest value in such applications as the editing and production of lengthy reports, multiple letters, letters with variable inserts and the "reformatting" of thousands of many texts produced in the two official languages.

# Bilingualism adviser

The Bilingualism Adviser is responsible for the application within the Department, both in Canada and abroad, of the legislation and directives relating to bilingualism. He passes on and explains directives and formulates appropriate recommendations. As liaison officer with the Commissioner of Official Languages, the Adviser inquires into complaints concerning the application of bilingualism and reports to the Under-Secretary of State for External Affairs and the Commissioner of Official Languages.

The Adviser's responsibilities include the application of bilingualism and the examination of the language quality of French-language texts at national and international conferences in which the Department is a participant. He also visits Canadian diplomatic or consular missions in order to make sure that both Canadian and local staff are aware of the official languages policy, while a member of his team examines the appearance and language quality of French texts and documents used abroad. In 1977 the Bilingualism Adviser brought the number of missions visited up to 55, visiting Lisbon, London, Paris, Rabat, Tunis, Washington and the Observer Mission to the Organization of American States.

In order to ensure the quality of the French in all documents issued by the Department, the Bilingualism Adviser's office includes a team of writer-researchers.





# **International Agreements to which Canada is a Party: 1977 Developments**

# Bilateral agreements

## Afghanistan

Development Assistance Agreement between the Government of Canada and the Government of the Republic of Afghanistan  
Kabul, July 5, 1977  
In force July 5, 1977

## Antigua

Exchange of Notes between the Government of Canada and the Government of Antigua constituting an Agreement relating to Canadian Investments in Antigua insured by the Government of Canada through its Agent, the Export Development Corporation  
Bridgetown, Barbados, and St John's, Antigua, June 8, 1977  
In force June 8, 1977

## Bolivia

General Agreement for Development Co-operation  
La Paz, December 29, 1977  
In force December 29, 1977

## Bulgaria

Agreement between the Government of Canada and the Government of the People's Republic of Bulgaria on Mutual Fisheries Relations  
Signed at New York, September 27, 1977  
In force September 27, 1977

## Colombia

Trade Agreement between the Government of Canada and the Government of Colombia  
Ottawa, November 17, 1971  
Instruments of Ratification exchanged at Bogota January 25, 1977  
In force January 25, 1977

## Cuba

Agreement between the Government of Canada and the Government of the Republic of Cuba on Mutual Fisheries Relations  
City of Havana, May 12, 1977  
In force May 12, 1977

## Denmark

Treaty between Canada and the Kingdom of Denmark concerning Extradition  
Ottawa, November 30, 1977

## Dominica

Exchange of Notes between the Government of Canada and the Government of Dominica constituting an Agreement relating to Investments in Dominica insured by Canada through its Agent the Export Development Corporation  
Bridgetown, Barbados, and Roseau, Dominica, February 4 and 17, 1977  
In force February 17, 1977

## Dominican Republic

Convention between the Government of Canada and the Government of the Dominican Republic for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and on Capital  
Ottawa, August 6, 1976  
In force September 23, 1977

## Finland

Agreement between the Government of Canada and the Government of Finland for the Exchange of Services between and beyond their Respective Territories  
Ottawa, May 16, 1977  
In force provisionally May 16, 1977  
In force definitively November 7, 1977

## France

Air Transport Agreement between the Government of Canada and the Government of the French Republic  
Paris, June 15, 1976  
In force provisionally, June 15, 1976  
In force definitively, January 8, 1977

Trade Agreement between Canada and France  
Signed Ottawa, May 12, 1933  
In force provisionally, June 10, 1933  
In force definitively, November 22, 1933  
Denounced by Canada, December 15, 1976  
Termination date, March 15, 1978

## German Democratic Republic

Agreement between the Government of Canada and the Government of the German Democratic Republic on Mutual Fisheries Relations

Berlin, October 6, 1977  
In force October 6, 1977

## Germany, Federal Republic of

Treaty between Canada and the Federal Republic of Germany concerning Extradition

Ottawa, July 11, 1977

## Greece (Hellenic Republic)

Agreement between the Government of Canada and the Government of the Hellenic Republic on Commercial Scheduled Air Services

Athens, January 18, 1974  
In force provisionally January 18, 1974  
In force definitively January 26, 1977

## Grenada

Exchange of Notes between the Government of Canada and the Government of Grenada constituting an Agreement relating to Investments in Grenada insured by Canada through its Agent the Export Development Corporation

Bridgetown, Barbados, and St George's, Grenada, February 8, 1977  
In force February 8, 1977

## Honduras

Development Loan Agreement between the Government of Canada and the Government of Honduras

Tegucigalpa, March 31, 1977  
In force March 31, 1977

Development Loan Agreement between the Government of Canada and the Government of Honduras

Tegucigalpa, June 14, 1977  
In force June 14, 1977

## International Development Association

Agreement between the Government of Canada and the International Development Association to provide for the Administration by the Association of Certain Funds to be made available by the Government for Specific Development Projects

Washington, April 22, 1977  
In force April 22, 1977

## Italy

Convention between Canada and Italy for the Avoidance of Double Taxation with Respect to Taxes on Income and for the Prevention of Fiscal Evasion

Toronto, November 17, 1977

Agreement on Social Security between Canada and Italy

Toronto, November 17, 1977

## Japan

Cultural Agreement between Canada and Japan

Tokyo, October 27, 1976  
In force November 16, 1977

## Mexico

Cultural Agreement between the Government of Canada and the Government of Mexico

Mexico, January 25, 1976  
In force provisionally January 25, 1976  
In force definitively February 9, 1977

Treaty between Canada and the United Mexican States on the Execution of Penal Sentences

Ottawa, November 22, 1977

## Montserrat

Exchange of Notes between the Government of Canada and the Government of Montserrat constituting an Agreement relating to Investments in Montserrat insured by Canada through its Agent, the Export Development Corporation

Bridgetown, Barbados, and Plymouth, Montserrat, February 14 and 15, 1977  
In force February 15, 1977



## **Pakistan**

Convention between Canada and the Islamic Republic of Pakistan for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income  
Ottawa, February 24, 1976  
In force December 15, 1977

## **Philippines**

Convention between Canada and the Philippines for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income  
Manila, March 11, 1976  
In force December 21, 1977

## **Poland**

Long-Term Grain Agreement between the Government of Canada and the Government of the Polish People's Republic  
Ottawa, November 24, 1976  
In force January 1, 1977  
Terminated April 19, 1977, with effect from January 1, 1977

Long-Term Grain Agreement between the Government of Canada and the Government of the Polish People's Republic  
Ottawa, April 19, 1977  
In force April 19, 1977, with effect from January 1, 1977

Air Transport Agreement between the Government of Canada and the Government of the Polish People's Republic  
Ottawa, May 14, 1976  
In force provisionally May 14, 1976  
In force definitively October 28, 1977

Exchange of Notes between the Government of Canada and the Government of the Polish People's Republic constituting an Agreement relating to Articles IX, XI, XIII and XV of the Air Transport Agreement of May 14, 1976  
Ottawa, May 14, 1976  
In force provisionally May 14, 1976  
In force definitively October 28, 1977

## **Portugal**

Agreement between the Government of Canada and the Government of Portugal on their Mutual Fishery Relations  
Ottawa, July 29, 1976  
In force July 18, 1977

## **Romania**

Agreement between the Government of Canada and the Government of the Socialist Republic of Romania for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes  
Ottawa, October 24, 1977

## **St Christopher-Nevis-Anguilla**

Exchange of Notes constituting an Agreement between the Government of Canada and the Government of the State of St Christopher-Nevis-Anguilla relating to Canadian Investment in St Christopher-Nevis-Anguilla insured by the Government of Canada through its Agent, the Export Development Corporation, Bridgetown, Barbados, and Basseterre, St Christopher, August 19 and 20, 1977  
In force August 20, 1977

## **Singapore**

Convention between the Government of Canada and the Government of the Republic of Singapore for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income  
Singapore, March 6, 1976  
In force September 23, 1977

## **Sweden**

Agreement between the Government of Canada and the Government of Sweden concerning the Uses of Nuclear Material, Equipment, Facilities and Information transferred between Canada and Sweden  
Signed at New York, September 27, 1977

## **Switzerland**

Convention between Canada and Switzerland for the Avoidance of Double Taxation with Respect to Taxes on Income and on Capital  
Berne, August 20, 1976  
In force August 19, 1977

## **Trinidad and Tobago**

Agreement between the Government of Canada and the Government of Trinidad and Tobago relative to the Canada Pension Plan  
Ottawa, April 26, 1977  
In force April 26, 1977, with effect from January 1, 1974

## United Nations

Agreement between the Government of Canada and the United Nations concerning the Headquarters and Operations of the United Nations Audio-Visual Information Centre on Human Settlements  
New York, September 27, 1977  
In force September 27, 1977

## United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning Reconstruction of Canadian Portions of the Alaska Highway  
Ottawa, January 11 and February 11, 1977  
In force February 11, 1977

Protocol between the Government of Canada and the Government of the United States of America to amend the Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System, as amended  
Washington, February 24, 1977

Treaty between Canada and the United States of America on the Execution of Penal Sentences  
Washington, March 2, 1977

Exchange of Notes constituting an Agreement for the Establishment of an experimental Loran-C Power Chain in the Vicinity of the St Mary's River in Ontario and Michigan  
Washington, March 29, 1977  
In force March 29, 1977, with effect from August 1, 1975

Exchange of Notes between the Government of Canada and the Government of the United States of America to further extend the Agreement concerning Joint Participation in the Augmentor Wing Flight Test Project of November 10, 1970  
Ottawa, May 31 and July 18, 1977  
In force July 19, 1977

Reciprocal Fisheries Agreement between the Government of Canada and the Government of the United States of America (This Agreement supersedes the Agreement of June 15, 1973, as extended.)  
Washington, February 24, 1977  
In force July 26, 1977

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an Agreement concerning the Establishment of a Joint Marine Pollution Contingency Plan  
Ottawa, July 28 and August 30, 1977  
In force August 30, 1977

Agreement between the Government of Canada and the Government of the United States of America concerning Transit Pipelines  
Washington, January 28, 1977  
In force October 1, 1977

Agreement between Canada and the United States of America on Principles Applicable to a Northern Gas Pipeline  
Ottawa, September 20, 1977  
In force September 20, 1977

Exchange of Notes between the Government of Canada and the Government of the U.S.A. concerning the Agreement for Co-operation concerning Civil Uses of Atomic Energy, signed on June 15, 1955, as amended  
Ottawa, November 15, 1977  
In force, November 15, 1977

## Upper Volta

General Agreement for Development Co-operation between the Government of Canada and the Government of the Republic of Upper Volta  
Ouagadougou, November 8, 1977

## Yugoslavia

Trade Agreement between the Government of Canada and the Government of the Socialist Federal Republic of Yugoslavia  
Belgrade, October 24, 1973  
In force May 17, 1977

## Zaire

General Agreement for Development Co-operation between the Government of Canada and the Government of the Republic of Zaire  
Kinshasa, November 11, 1977  
In force November 11, 1977

# Multilateral agreements

Convention providing a Uniform Law on the Form of an International Will

Done at Washington, October 26, 1973  
Canada's Instrument of Accession deposited January 24, 1977, with the following declaration -

"the Government of Canada accedes to the Convention providing a Uniform Law on the Form of an International Will, done at Washington, D.C., on October 26, 1973, subject to the following declaration:

1. The Government of Canada declares that, pursuant to Article XIV of the Convention, the Convention shall extend only to the provinces of Manitoba and Newfoundland.
2. The Government of Canada further declares that it will submit, at any time after accession, other declarations, in conformity with Article XIV of the Convention, stating expressly the additional provinces to which the Convention shall extend, when such provinces have enacted the necessary implementing legislation."

Amendments to Articles 34 and 55 of the Constitution of the World Health Organization of July 22, 1946

Done at Geneva May 22, 1973

Canada's Instrument of Acceptance deposited June 14, 1974

In force for Canada February 3, 1977

Agreement establishing the International Fund for Agricultural Development (IFAD)

Done at New York, December 20, 1976

Signed by Canada February 10, 1977

Trilateral Safeguards Agreement between IAEA, Canada and Spain

Done at Vienna, February 10, 1977

In force February 10, 1977

Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons including Diplomatic Agents

Done at New York, December 14, 1973

Signed by Canada June 26, 1974

Canada's Instrument of Ratification deposited

August 4, 1976

In force for Canada February 20, 1977

Protocol to the International Convention for the Northwest Atlantic Fisheries

Done at Washington, December 20, 1976

Canada's Instrument of Approval deposited March 9, 1977

Amendments to the Convention of the Inter-Governmental Maritime Consultative Organization, 1948

Adopted November 14, 1975

Canada's Instrument of Acceptance deposited April 6, 1977

Convention on the Prohibition of Military or any Other Hostile Use of Environmental Modification Techniques

Done at Geneva, May 18, 1977

Convention on the International Regulations for Preventing Collisions at Sea, 1972

Done at London, October 20, 1972

Canada's Instrument of Accession deposited March 7, 1975, accompanied by the following declaration:

"1. The Government of Canada considers that the provisions of Rule 10, 'Traffic Separation Schemes', do not provide the compulsory use of the adopted schemes. The Government of Canada considers that the compulsory routing of ships is necessary to avoid collisions between ships and the resulting damage to the marine environment.

2. The Government of Canada notes that there are no exceptions to Rule 10(b), (c) and (h) for vessels engaged in fishing with nets, lines, trawls, trolling lines or other apparatus or for vessels engaged in special operations such as survey, cable, buoy, pipeline or salvage operations, and that the exceptions Rule 10(e) are not broad enough to adequately provide for vessels engaged in special operations. The Government of Canada considers that the practical application of Rule 10 would be complicated without realistic exceptions for fishing vessels and for vessels engaged in special operations.

3. The Government of Canada therefore does not consider that it is prohibited from providing for the compulsory use of traffic separation schemes or providing for such exceptions to Rule 10(b), (c), (e) and (h)."

Entered into force July 15, 1977

Entered into force for Canada July 15, 1977



Agreement establishing the International Fund  
for Agricultural Development

Done at New York, December 20, 1976

Signed by Canada, February 10, 1977

Canada's Instrument of Ratification deposited

November 28, 1977

Protocol suspending the Application of  
Safeguards under the Agreement between the  
International Atomic Energy Agency, the  
Government of Canada, and the Government  
of Japan for the Application of Agency  
Safeguards in Respect of the Bilateral  
Agreement between those Governments for  
Co-operation in the Peaceful Uses of Atomic  
Energy

Done at Vienna, December 2, 1977

Entered into force December 2, 1977

Protocol additional to the Geneva Convention  
of 12 August 1949, and relating to the  
Protection of Victims of International Conflicts  
(Protocol I)

Done at Berne, December 12, 1977

Protocol additional to the Geneva Convention  
of 12 August 1949 and relating to the  
Protection of Victims of Non-International  
Armed Conflicts (Protocol II)

Done at Berne, December 12, 1977

International Sugar Agreement, 1973

Done at Geneva, October 13, 1973

Signed by Canada, December 14, 1973

Canada's Instrument of Ratification deposited  
December 28, 1973

Entered into force for Canada January 1, 1974

Canada's Letter of Acceptance of further  
Extension of this Agreement until December  
31, 1977, deposited December 15, 1976

Canada's Letter of Acceptance of Further  
Extension of this Agreement until December  
31, 1978, deposited December 30, 1977

International Sugar Agreement, 1977

Done at Geneva, October 7, 1977

Signed by Canada December 30, 1977

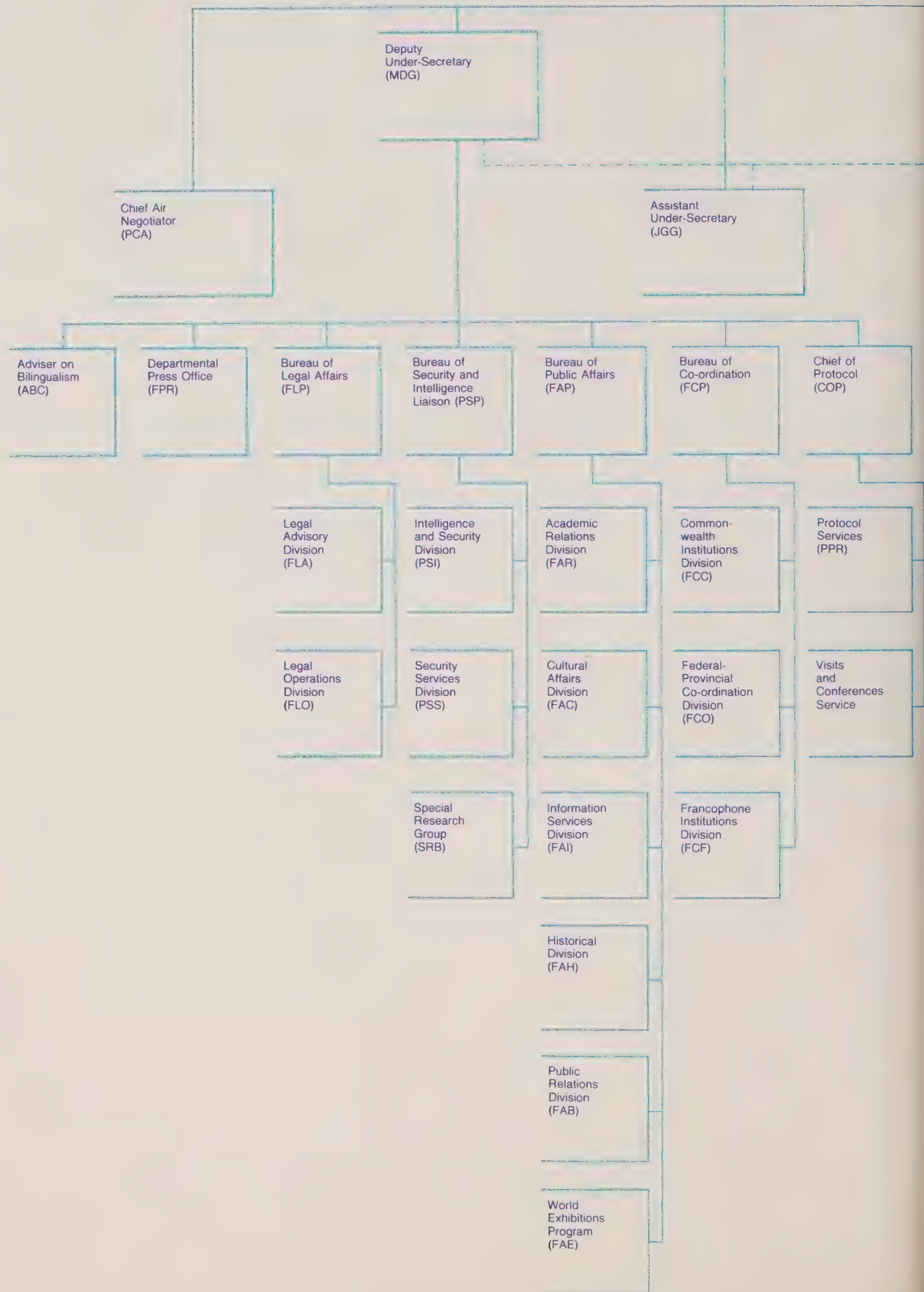
Canada's Instrument of Ratification deposited  
December 30, 1977

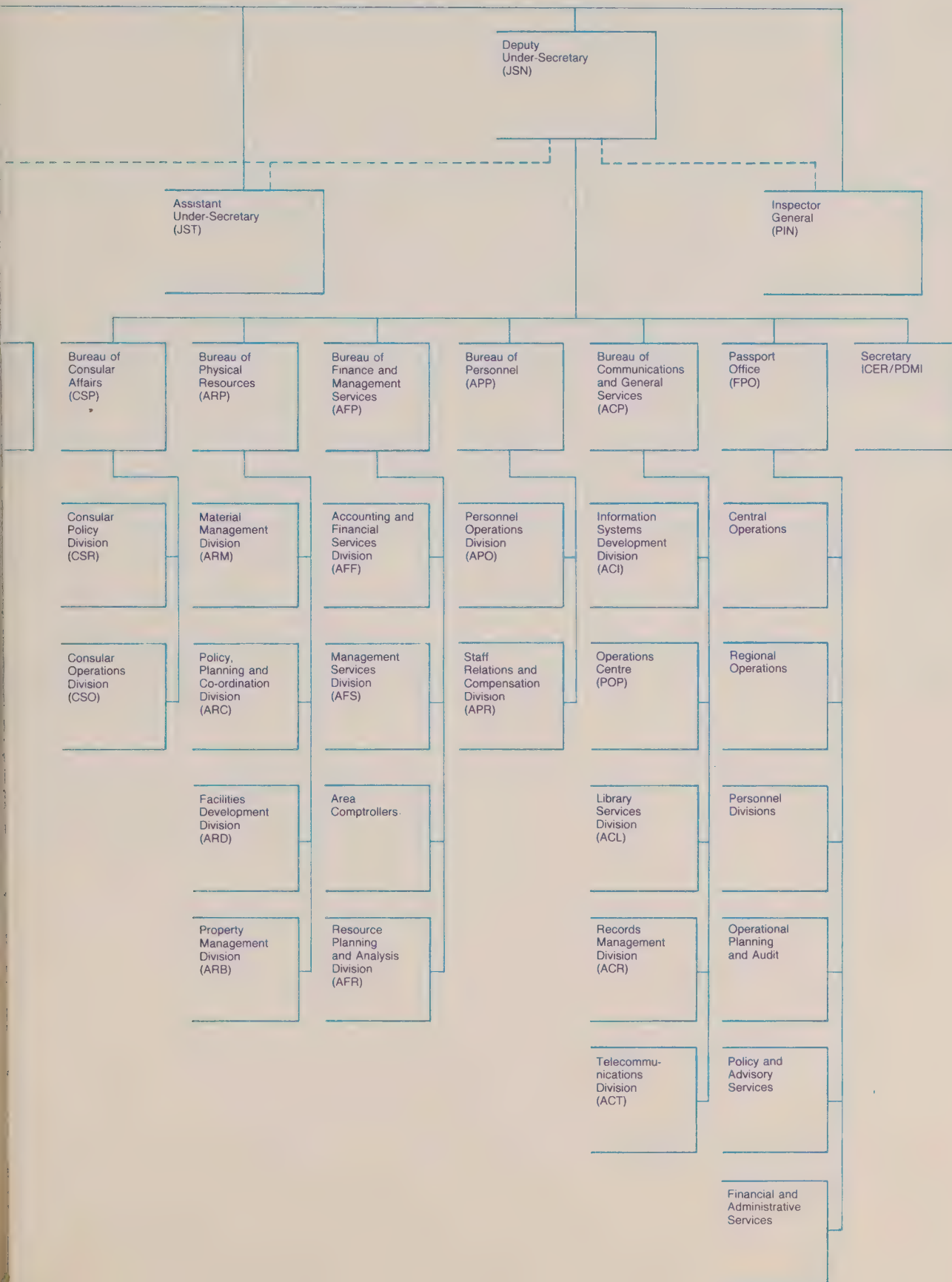


# Headquarters organization chart

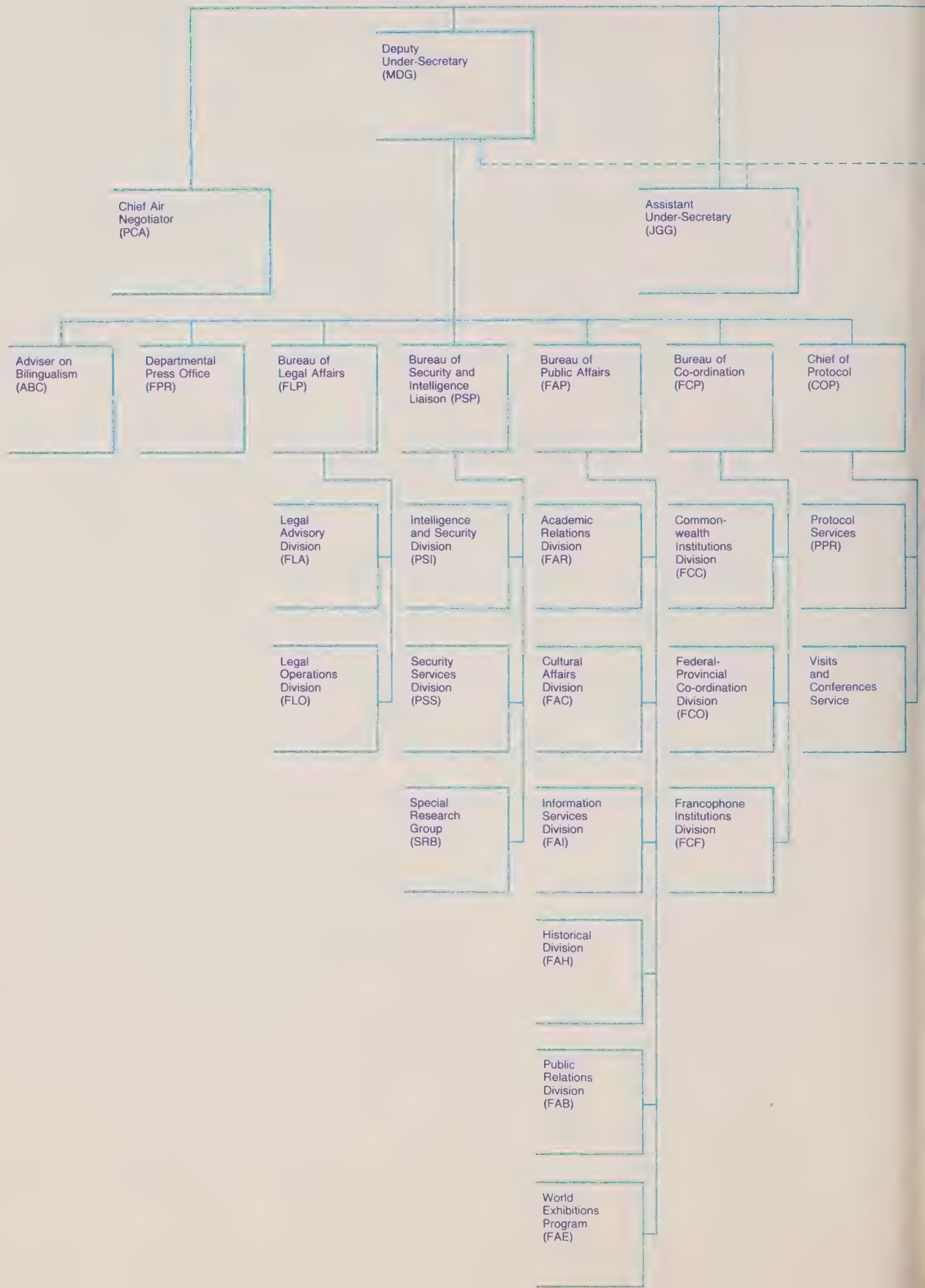


# Department of External Affairs





# Department of External Affairs





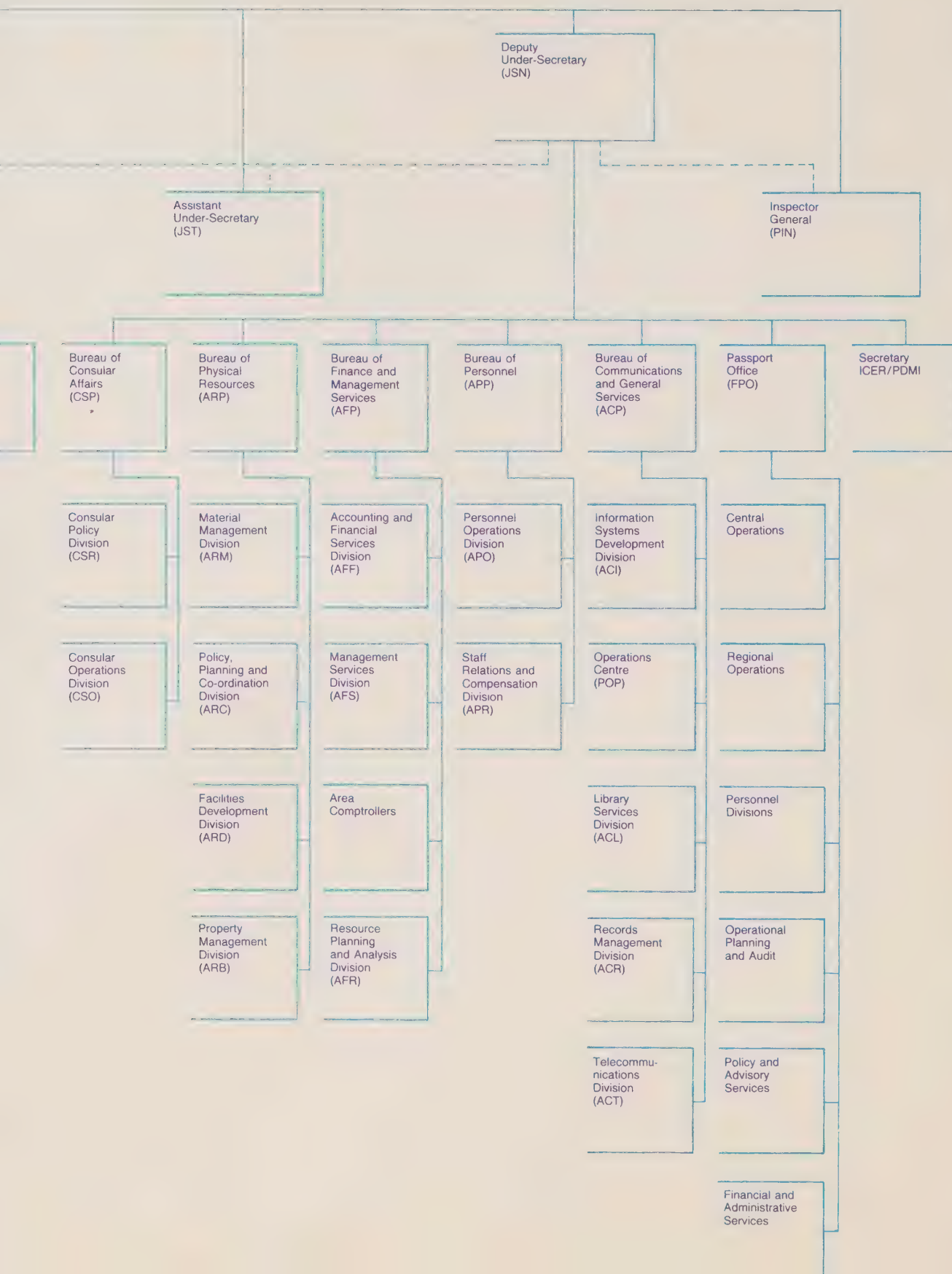
Under-Secretary  
of State for  
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Under-Secretary  
(GHB)











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# Department of External Affairs



DEPARTMENT OF EXTERNAL AFFAIRS

Annual Review 1978





# Department of External Affairs

Annual Review 1978

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The Honourable Flora MacDonald

Secretary of State  
for External Affairs

I have the honour to submit for your consideration  
the Annual Review of the Department.

In accordance with the provisions of the  
Department of External Affairs Act, this report  
deals with our activities during the calendar year  
1978.

A handwritten signature in dark ink, appearing to read "A. E. G. G. G." with a stylized flourish at the end.

Under-Secretary of State  
for External Affairs

Ottawa, 1979





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OVERVIEW

CANADA AND WORLD AFFAIRS

IN 1978



International events during 1978 placed new and severe stresses upon the complex and often fragile web of institutions and relationships that make up the international system. The appearance of further evidence of increasing global economic and strategic interdependence underlined that no single nation can achieve its goals in isolation from those of other states.

Canada's pursuit of its national aims in their international dimensions during 1978 reflected a continuing recognition of, and respect for, this global reality. During the year, Canada worked closely with other members of the international community both to advance its own interests and ideals and to find acceptable solutions to shared problems -- in areas as diverse as managing the global economy, dealing with threats to peace, pursuing the goal of disarmament, and regulating and sharing the world's maritime resources. Overall, Canada's international activities were guided by an active commitment to support and strengthen the international system.

A review of some areas of primary Canadian interest illustrates these activities.

#### The Search for Peace

Events in Southeast Asia during 1978 led to a significant growth in political and military tension in the region. The increasing resort to armed force was a cause of serious concern. Abuses of human rights -- of a particularly flagrant nature in Cambodia -- attracted condemnation. Vietnam's invasion of Cambodia, followed by China's invasion of northern Vietnam, created serious instability throughout the region. Canada actively supported efforts towards a political solution in the Security Council and elsewhere, but many deep-rooted problems remained to be settled among the concerned parties.

In southern Africa Canada played a leading role in concert with other major Western countries in pursuit of peaceful solutions to the area's racial and decolonization problems. A transition plan offered by five Western countries including Canada, and endorsed by the Security Council, to bring Namibia to independence provided for the establishment of a military and civilian peacekeeping group to supervise elections. Canada also supported efforts to resolve the long-standing Rhodesia issue. As for South Africa, Canada continued to keep its policies under review, in particular those involving commercial relations. The Government issued in April 1978 a code of conduct on employment practices for Canadian companies operating in South Africa to underline Canada's opposition to apartheid and to encourage the practice of racial equality.

✓ In the Middle East, Canada warmly welcomed the negotiation process resulting from the Camp David accords and encouraged Israel's Arab neighbours to join in the negotiations. In the light of development in Iran, Canada took steps to protect its citizens there and to develop effective working relations with the new Government. ✓



Against the background of the frequently recurring resort to force in the world, Canada continued to promote the achievement of peaceful solutions through the United Nations and remained the major contributor to continuing peacekeeping operations. Canada's experience on the Security Council in 1977 and 1978 underlined the need for the Security Council and the General Assembly to be actively involved in seeking solutions to the political problems underlying various conflicts. Canada's membership in the Group of Five dealing with Namibia, and the joint Canada- U.S.-Britain initiative designed to facilitate the resumption of the intercommunal negotiations in Cyprus, were examples of how Canada worked to encourage the UN to move in this direction.

### Canadian Unity and Identity

The Department continued to strike a sensitive policy balance aimed at reflecting the interests and concerns of English- and French-speaking Canadians and of the ten provincial governments in the context of a coherent foreign policy. Further means of involving and supporting provincial authorities in the international arena were developed with a view to establishing a common national interest. Special efforts were made to consult the provinces, as well as the private sector, regarding the positions adopted by Canada in the Multilateral Trade Negotiations and in maritime boundaries and fisheries negotiations with the United States. Through the Department's public affairs and cultural affairs program, the international community was made increasingly aware of Canada as a democratic, bilingual and multicultural society, capable of resolving positively its internal problems. Active and committed participation in the Commonwealth and La Francophonie contributed to this effort.

### International Economic Relations

Canada played its full part in addressing common problems of growth, inflation, unemployment and monetary instability -- in the Organization for Economic Co-operation and Development and the International Monetary Fund, and particularly through our participation in the Bonn meeting of the seven-member "Economic Summit" group. The important links that exist between domestic and international economic problems underlined the need for a strengthening of consultative arrangements among the industrialized countries. There was a growing realization that co-ordinated action would be beneficial not only to major industrialized nations but to the international community at large.

As the Multilateral Trade Negotiations entered their final phase during 1978 it became clear that a successful outcome would contribute significantly to fairer and more open conduct of international trade. Canada's exports stand to benefit directly from the general reduction of tariffs and the removal of non-tariff barriers. It is hoped that Canada's industrial competitiveness will improve both

domestically and internationally. The MTN results will be a major factor in the broader adjustment process facing the Canadian economy and the world at large.

### North-South Challenge

Canada's commitment to the North-South dialogue was maintained in many ways: at the United Nations, through bilateral contacts, ad hoc groupings, or by means of contacts in the Commonwealth and La Francophonie. Prime Minister Trudeau participated in the "Manley Summit" in Jamaica which provided an informal opportunity for discussion of major North-South issues by a small group of government leaders. There were some signs of a more pragmatic approach to the North-South dialogue as rhetorical confrontations diminished and attention focused on the identification of issues where progress could realistically be expected.

### Support for International Development

Despite the imperatives of the government's expenditure reduction program, the Canadian International Development Agency's budget remained at approximately \$1-billion, which underlined Canada's commitment to an active, effective and humane program of development co-operation with the disadvantaged countries and peoples of the world. Ways and means of sharpening the focus and improving the quality of Canada's development-assistance program continued to command attention.

### East-West Relations, Security, Arms Control and Disarmament

While the relaxation of tension in Europe was still regarded as a desirable goal by both East and West and the situation in Europe remained stable, conflicts in other areas including Africa and Southeast Asia put détente in the global sense to the test. Canada, together with its allies, worked to prevent the erosion of confidence and to reaffirm the value of détente. It was in this spirit that Canada actively pursued mutually advantageous relations with the Soviet Union and the countries of Eastern Europe in terms of expanded trade, cultural and scientific exchanges, and family reunification. Building on government efforts since 1970, Canada moved in 1978 to take advantage of new opportunities presented by China's opening to the West.

In May 1978, at the Washington "Summit", heads of NATO governments were able, in the light of the fresh study of trends in East-West relations, to endorse a general long-term program designed to improve the deterrence and defence posture of NATO during the 1980s. Canada demonstrated its continued commitment to the alliance by participating in collective defence undertakings and by maintaining programs of capital expenditure to acquire new equipment for Canadian Forces, including those assigned to NATO roles.

Prime Minister Trudeau, speaking to the UN Special Session on Disarmement, outlined a "strategy of suffocation" of the nuclear arms race. As a result of Canadian initiatives at the subsequent General Assembly, the new Committee on Disarmament (CD) is expected to discuss at the appropriate time a fissionable-material production ban, one of the four elements of the Canadian strategy. Canada, along with its NATO allies, kept in close touch during 1978 with the critical Strategic Arms Limitations Talks between the U.S.A. and the U.S.S.R. Canada made clear that it regarded the successful conclusion of SALT II as an important step forward in the task of restraining the strategic nuclear confrontation and of developing a more stable basis for maintaining peace and security.

In the area of nuclear proliferation, Canada played an active part in the work of the International Nuclear Fuel Cycle Evaluation (INFCE). The results of this comprehensive two-year study will have important implications for international efforts to establish a nuclear-safeguards regime capable of adapting to new technologies. The final results will be available for the Non-Proliferation Treaty Review Conference in 1980. Bilaterally, Canada negotiated an agreement with Japan that fully met our non-proliferation requirements, while the interim arrangement concluded with the European Community augured well for subsequent negotiations towards a comprehensive agreement.

#### Energy Supply and Security

Uncertainty about Iranian and other Middle East oil supplies, as well as strong upward pressures on prices, led Canada, together with other members of the International Energy Agency (IEA), to take corrective action to deal with a prospective global crude-oil shortfall. For the foreseeable future Canada will need to make every effort, both on its own and in co-operation with others, to increase energy security by a range of measures, including careful management of domestic energy resources, diversification of energy imports and active encouragement of efficient energy use in Canada. Bilateral oil supply arrangements designed to enhance our longer-term energy security, have been actively pursued with other countries, such as Mexico and Venezuela.

#### The Human Dimension

All states, through their adherence to the Charter of the United Nations, have undertaken an obligation to protect and promote the fundamental rights of all persons within their borders. When this international obligation is not fulfilled, other states, including Canada, must concern themselves. On this premise Canada made bilateral representations during 1978 to a number of governments regarding reports of human rights violations and, in the United Nations Commission on Human Rights, urged action on situations of gross abuses of human rights.



Canada strongly supported the humanitarian efforts of the UN High Commissioner for Refugees to obtain an adequate international response to the plight of refugees throughout the world. On the political level, Canada focused attention on the relationship between refugee outflows and human rights violations in the countries concerned. Canada continued to make representations to the U.S.S.R. and the countries of Eastern Europe regarding relatives of Canadian citizens who wished to be reunited with their families in Canada. Progress in this area during 1978 was steady. Family reunification was also a feature of our relations with China and Vietnam.

#### Preserving Canada's Oceans Interests

Canada has a record of achievement in restructuring traditional principles of the Law of the Sea and in developing new ideas on ocean resource management. The Law of the Sea Conference has provided multilateral endorsement of Canada's 200-mile fishing zone and the 12-mile territorial sea and contributed to increasing international acceptance of the need for enhanced coastal state jurisdiction over pollution from ships. Canada devoted much effort during 1978 to resolving difficult outstanding Conference issues, particularly concerning the international system for deep seabed mining, a matter of obvious significance for Canada -- the world's largest producer of nickel.

High-level fisheries negotiations in 1978 led to the signing of a bilateral fisheries agreement with Japan, a Convention on Future Multilateral Co-operation in the North-West Atlantic Fisheries and a Protocol modifying the International Convention for the High Seas Fisheries of the North Pacific Ocean. Ad referendum agreement was reached with the European Economic Community on the text of a bilateral fisheries agreement, and new interim arrangements for 1979 relating to fishing in the area of St. Pierre and Miquelon were agreed with France. Progress was also made in Canada-U.S. negotiations on maritime boundaries and fisheries on both coasts.

#### Canada-U.S.A. Co-operation

The management of relations with the United States remained Canada's highest bilateral priority. Notwithstanding the variety and complexity of the bilateral agenda, relations with the United States have seldom been better. Achievements in 1978 were impressive: the new Great Lakes Water Quality Agreement and discussions on transboundary air pollution; co-operation on the Northern Gas Pipeline; major bilateral studies on a strategic petroleum reserve and bulk-electricity exchanges; progress towards agreement on the management of east-coast fisheries; record levels of bilateral trade. Close consultation on international matters continued on such subjects as Namibia, the Middle East and Cyprus, human rights and refugees, nuclear non-proliferation and disarmament.

### Links with Western Europe and Japan

In 1978, Canada pursued further its efforts to give substance to economic relations with the European Communities and the key countries of Western Europe. In particular Canada worked to give economic stimulus to bilateral relations with the Federal Republic of Germany and France. The Prime Minister's visits to several European countries reflected Canada's commitment to strengthen its relations with Europe and demonstrated our determination to achieve a level of economic exchanges commensurate with the importance of the Canadian and European economies and with the quality of our political dialogue. Canada continued to expand and diversify its economic and political relations with Japan, and agreements on upgraded nuclear safeguards and fisheries were concluded.

The above efforts in the realm of foreign affairs underline two main dimensions of Canadian foreign policy. First, Canada continued to seek to advance Canadian interests and respond to Canadian concerns by pursuing a range of significant bilateral relations and keeping them in good repair. Second, a congenial global order ranked high on the agenda of our national goals in a world where it was self evident that the well-being of Canadians depended increasingly on maintaining that order through international co-operation.

PART A

CANADA AND INTERNATIONAL ORDER

Canada belongs to some fifty international organizations in which discussions proceed on all matters of importance to the world community. Collective security, disarmament, trade, economic development, the law of the sea or treatment of refugees are only a few of these subjects. Canadian representatives at these meetings present Canadian points of view and defend our national interests but also make their contribution to the development of a more orderly and just world society.





## CHAPTER 1: COLLECTIVE SECURITY AND THE RESOLUTION OF CONFLICT

### Arms Control and Disarmament

At the first United Nations Special Session devoted to disarmament, delegates expressed the strong wish of member states for progress in reducing the risks of war. Although no major arms control and disarmament agreement was reached during the year, the Special Session, held in New York from May 23 to June 30, provided a stimulus for the use of existing means of consultation between governments. It established a framework for future negotiations in a new Committee on Disarmament and encouraged the intensification of international efforts in several important fields.

The most notable accomplishment of the Special Session was its reorganization of the negotiating and deliberative organs. Henceforth, the First Committee of the United Nations General Assembly will deal exclusively with disarmament and related questions of international security. The Conference of the Committee on Disarmament (CCD), the multilateral negotiating body in Geneva, has been renamed the Committee on Disarmament (CD) and has gained eight new members. The Committee on Disarmament will operate under the guidance of rotating chairmen rather than under the joint chairmanship of the United States and the Soviet Union. With these changes, France, which did not participate in the work of the earlier Committee, has agreed to take part in the work of the new one. China may follow this example.

Canadian concern for the success of the disarmament and arms control process was emphasized by the Prime Minister in addressing the Special Session. He proposed a four-point "strategy of suffocation" for the nuclear arms race. He advocated a comprehensive test ban, agreements to stop the flight-testing of all new strategic delivery vehicles and to prohibit all production of fissionable material for weapons purposes and an agreement to limit, and then progressively to reduce, military spending on new strategic nuclear weapons systems. These objectives were included in the Final Document of the Special Session which was adopted by consensus.

Three months later, at the regular session of the General Assembly, the spirit of compromise which had marked the Special Session continued to be evident. The Canadian representative reviewed the points of major concern to Canada arising out of the final document and stated that Canada would work to widen the areas of agreement developed at the Special Session. States must move beyond arms control to real disarmament. It was Canada's hope that the Strategic Arms Limitation Talks between the United States and the Soviet Union would soon lead to an agreement that a comprehensive test ban would be pursued as a matter of urgency. The Canadian representative noted the renewed interest in the idea of the cessation of the production of fissionable material for weapons purposes. This idea was developed further in a resolution proposed by Canada which the General Assembly adopted by a very large majority.

In July, the Secretary of State for External Affairs announced the creation of the Office of the Adviser on Disarmament and Arms Control Affairs. The Adviser represents Canada at meetings of major United Nations and other disarmament organizations, including the First Committee of the United Nations General Assembly, and serves as a point of contact, by means of a consultative group, for those individuals and institutions, within the Government and outside it, that are interested in disarmament and arms control questions.

In addition to its major task of helping formulate Canadian policy on disarmament and arms control, the Office stimulates public-information activities and initiates relevant research and special projects. The Office takes a particular interest in policies on non-proliferation, looking towards the Non-Proliferation Treaty Review Conference that is scheduled for 1980.

#### Non-Proliferation

At the thirty-third regular Session of the United Nations General Assembly, in addition to the initiatives already noted, the Canadian representative co-sponsored a resolution calling for the holding in 1980 of a second conference to review the Non-Proliferation Treaty. The backing given this resolution, as well as the one on fissionable materials, was a further indication of the strength of international support for non-proliferation. Canada also continued to express its view that countries that had not already done so should adhere to the Non-Proliferation Treaty, or at least accept the safeguards administered by the International Atomic Energy Agency on all their nuclear activities.

With regard to Canada's own nuclear exports, the year 1978 was essentially a period of breakthrough and consolidation in its efforts to implement its upgraded policy on the safeguards conditions applicable to those exports. Discussions on those conditions were held with a number of Canada's bilateral partners in an effort to ensure effective implementation of that policy. In January a revised agreement for nuclear co-operation by Canada and the European Community, including a two-year interim arrangement on the question of reprocessing, was concluded. During the trip late in January by the Secretary of State for External Affairs, agreement was reached on a new bilateral safeguards agreement with that country that fully meets Canada's non-proliferation policy requirements. These two important agreements enabled Canada to resume shipment of uranium, which had been suspended in 1977, to the Community and Japan. These agreements also meant that Canada had been successful in implementing its safeguards policy with its major nuclear customers. Negotiations for a new agreement with Switzerland continued and, by the end of the year, were close to success.

During 1978, Canada continued to support the efforts of the International Atomic Energy Agency (IAEA) to promote the peaceful use of



nuclear energy while ensuring, to the maximum extent possible, that such use would not lead to the proliferation of nuclear-weapons capability. Work went ahead in co-operation with the Agency to facilitate the more effective safeguarding of CANDU reactors. Canadian experts on safeguards as well as on other areas of the Agency's activities, continued to participate extensively in its work program. Canada also supported the Agency's efforts in the technical-assistance field both by its contribution to the IAEA Voluntary Fund and by its special contribution to the support of particular projects.

On the multilateral level, Canada continued to participate in discussions aimed at promoting a more effective international non-proliferation regime. The most important exercise in this regard during 1978 was the International Nuclear-Fuel-Cycle Evaluation (INFCE). This two-year evaluation had been proposed at the Downing Street Summit in May 1977 and initiated at an organizing conference in Washington in October of that year. INFCE's eight working groups were busily engaged throughout 1978 in carrying out the collection and analysis of data concerning particular aspects of the nuclear-fuel cycle. This phase concluded at the first plenary conference in Vienna (November 27-29), and the assessment, or evaluation, phase, which is to be completed in 1979, began. Canada, as one of the co-chairmen of Working Group 1 (Fuel and Heavy Water Availability) and as a participant in six of the seven other working groups, has played a major role in this process. The final plenary conference will be held in February 1980, two months before the Second Non-Proliferation Treaty Review Conference, and it is expected that the INFCE results will be of considerable significance for that conference.

Another significant development was the publication in January 1978 of the "Guidelines for the Export of Nuclear Material, Equipment or Technology", developed by the Nuclear Suppliers Group. As a member of the group, Canada played an active role in the development of these guidelines. While they are not as stringent as Canadian policy and do not constitute as effective an international non-proliferation regime as is desirable or possible, they do represent a significant advance by the international nuclear community towards effective internationally-accepted conditions for nuclear transfers.

#### Nuclear Testing

During 1978, Britain, the United States and the Soviet Union continued to negotiate for an end to nuclear testing. Though a treaty has not been agreed on, some progress has been made on the questions of verification, the scope of what is to be banned (including "peaceful" nuclear explosions), and whether a treaty can be achieved without having all nuclear weapon states refrain from testing. It is hoped that once the three powers reach agreement on the key elements of a treaty, the newly-reconstituted Geneva Conference on Disarmament can enter a multi-lateral phase of negotiating a test-ban treaty.

Because the trilateral discussions failed to produce agreement, the debate in the UN General Assembly took on more significance. In accordance with the views already noted, Canada co-sponsored a resolution calling on the states involved to conclude a truly comprehensive and verifiable test-ban treaty, and to attempt to complete their negotiations before the meetings of the Geneva Conference on Disarmament started. In addition, a resolution of the non-aligned states, also supported by Canada, called on the nuclear-weapon states to refrain from testing until a treaty had been agreed on. Canada continues to attach great importance to a comprehensive treaty and remains hopeful that an acceptable one will be reached in the near future.

### Chemical weapons

During 1978, the United States and the Soviet Union continued their bilateral discussions with a view to tabling a joint draft treaty on chemical weapons at the Conference on Disarmament. After two years of discussions, many of the original problems have been overcome, but further work on verification seems necessary. As a party to the 1925 Geneva Protocol, which prohibits the use of chemical and bacteriological (biological) weapons, and the 1972 convention, which bans the production and possession of bacteriological weapons, Canada has taken an active role in all multilateral discussions concerned with limiting the use of such weapons.

Canada is one of a number of nations that have intensified efforts to broaden their expertise in dealing with the problems that may eventually be faced in verifying a ban on chemical weapons. In order to maintain the momentum towards an agreement on measures to prohibit the development, production and stockpiling of chemical weapons and to bring about their destruction, Canada co-sponsored a resolution at the 1978 UN General Assembly urging the vigorous pursuit of this objective. Canada is also co-sponsor of a resolution calling for a conference in 1980 to review the use of bacteriological (biological) weapons.

### Security Council

During Canada's second year on the Security Council, behind-the-scenes negotiations in search of a basis for consensus resolutions were often effective, engendering a sense of co-operation. The situation in southern Africa again dominated the agenda. Other areas of international conflict, such as the Middle East, were dealt with largely outside the UN, though a new peacekeeping force was despatched to that region, this time to Lebanon, as noted below.

The Secretary of State for External Affairs publicly regretted the tendency of the Council to ignore certain situations that constituted threats to international peace and security, and reiterated his suggestion that the Council might be made more effective by occasional private and informal meetings at the foreign-minister level. While not

all members of the Council were receptive to this idea, there were, in fact, several meetings with ministers present.

The Secretary of State for External Affairs also suggested that the growth in membership of the United Nations (118 members in 1965 to 151 in 1978) since the latest enlargement of the Council necessitated reconsideration of the size of the Security Council. At the end of the year, Bangladesh, Jamaica, Norway, Portugal and Zambia were elected to replace Canada, the Federal Republic of Germany, India, Mauritius and Venezuela on January 1, 1979, for two-year terms.

### Peacekeeping

Following the Israeli incursion into southern Lebanon in March 1978, the Security Council established UNIFIL to confirm the Israeli withdrawal, restore international peace and security and assist the Government of Lebanon in ensuring the return of its effective authority in the area. In September, the force's mandate was extended to January 19, 1979. Canada supplied a communications unit to UNIFIL for a six-month period ending October 1, 1978.

The mandates of the other main UN peacekeeping forces in which Canada is a major participant were extended by the Security Council during 1978: the United Nations Emergency Force (UNEF), with which 1,210 Canadians are serving and which is stationed in the Sinai, for nine months until July 24, 1979; the United Nations Disengagement Observer Force (UNDOF) for six months, until May 31, 1979; and the United Nations Force in Cyprus (UNFICYP - 515 Canadians serving), also for a six month period, until June 15, 1979.

Though the UN has successfully operated peacekeeping forces in the field, there has been considerable disagreement over peacekeeping policy. The Special Committee on Peacekeeping Operations, also known as the Committee of 33, of which Canada is a member, held no substantive meetings in 1978 and remains unable to produce guidelines for peacekeeping operations because of differences among its members concerning the principles governing the establishment, financing and day-to-day control of such operations. Canada submitted a comprehensive paper to the UN in 1978 outlining how it believed peacekeeping operations should be established and maintained and making a number of suggestions for practical improvements to the preparation and implementation of peacekeeping operations. Some of these suggestions were followed up in the resolution on peacekeeping that was adopted on the initiative of the countries of the European Economic Community at the thirty-third session. An appeal was made to member states to support UN peacekeeping operations, and to strengthen the peacekeeping capacity of the UN by supplementary assistance to peacekeeping operations; for the first time, member states were invited to consider the training of their personnel for peacekeeping operations.



### Southern Africa

The ritualistic aspect of debate on South Africa's apartheid policies was again evident in the 1978 General Assembly session, which adopted 15 resolutions under this item. Canada supported seven of these, and opposed or abstained on eight.

The Security Council did not specifically consider the question of apartheid during 1978, partly because the focus of attention was on Namibia, where progress towards a peaceful solution seemed possible.

The "Western Five" (Canada, the FRG, France, Britain and the U.S.A.) initiative to bring about a negotiated settlement in Namibia on the basis of Security Council Resolution 385 was intensified in 1978, frequently with the personal involvement of the Secretary of State for External Affairs and his counterparts. Their efforts resulted in a settlement proposal that was presented to the Security Council on April 10. After the acceptance of the proposal by South Africa and the South West Africa People's Organization (SWAPO), the Council, in a series of resolutions, requested the Secretary-General's report for the implementation of the Western proposal, and authorized the establishment of the United Nations Transition Assistance Group (UNTAG).

At year's end, questions remaining concerned the composition of UNTAG, the date for UN-supervised elections, and the proclamation of a cease-fire.

The ninth special session of the General Assembly on Namibia (April 24 - May 3), adopted a resolution (with 21 abstentions) reasserting the UN's responsibility for the territory, expressing support for SWAPO and its armed struggle and calling for South Africa's complete and unconditional withdrawal from the territory. The Western Five abstained on the ground that they did not wish to take a substantive position on the resolution while their initiative for a negotiated settlement was at a sensitive juncture. During the thirty-third regular session, the Five abstained for the same reason (along with a number of other states) on three resolutions on Namibia.

The General Assembly customarily adopts two resolutions (A and B) on Rhodesia. Resolution A, an omnibus resolution, had been adopted by consensus in 1975, 1976 and 1977, but this year Canada, along with nine other states, abstained. Thirteen countries, including Canada, abstained on Resolution B, which called for the expansion of mandatory sanctions against Rhodesia to include measures, particularly an oil embargo against South Africa, that would be the responsibility of the Security Council.

Following the "internal settlement" announced by Prime Minister Ian Smith on March 3, the Security Council met to consider the situation. The debate revealed a wide area of agreement among the

various delegations, but fell short of consensus with a resolution that was eventually adopted with five Western abstentions. In explaining Canada's abstention, the Canadian representative described the "internal settlement" as inadequate and reaffirmed Canada's support for the Anglo-American peace proposals.

The question of apartheid also dominated the UN World Conference to Combat Racism and Racial Discrimination, held in Geneva in August. Canada, with several other Western countries, withdrew from the conference when the attempt failed to remove from the final declaration contentious references to the Middle East situation, including a reference to the alleged "Zionism-racism" link. (See also Africa).

### Middle East

Despite the signing of the Camp David agreements between Egypt and Israel, the General Assembly adopted 13 resolutions on the Middle East that closely resembled those of the previous several years. For the most part, the debates were acrimonious and did little to encourage constructive action. Canada voted in favour of four of the resolutions, against six and abstained on three.

Canada has consistently supported Security Council Resolutions 242 of 1967 and 338 of 1973 as a framework for negotiations that could lead to a peaceful settlement of the disputes in question. Canada also welcomed the initiative of President Carter in bringing the heads of Governments of Israel and Egypt together at Camp David, and endorsed the agreements reached there.

The Security Council established the UN Interim Force in Lebanon following the Israeli incursion into Lebanon in March. Canada supplied a communications unit to UNIFIL. The mandates of two other Middle East peacekeeping forces were also extended by the Security Council.

### Cyprus

Canada's principal contribution towards peace in Cyprus continued to be the maintenance of Canadian soldiers in the UN Force in Cyprus (UNFICYP). Canada stressed in the General Assembly debate that it wanted reassurance that the peacemaking process was being pursued earnestly and with determination by the parties, and urged the speedy resumption of intercommunal negotiations through the good office of the Secretary-General.

In April 1978, the Turkish Cypriot community presented constitutional and territorial proposals to the Secretary-General that were rejected by the Greek-Cypriot community. In November, suggestions intended to facilitate the resumption of intercommunal negotiations were presented to the parties and the Secretary-General. Canada supported the General Assembly resolution on Cyprus because of its emphasis on the need to resume intercommunal negotiations.

## North Atlantic Treaty Organization

Membership in NATO continues to be a major factor in the conduct of Canadian foreign policy. Canada supports the idea of collective defence. It also remains convinced of NATO's important political role in the reduction and eventual removal of the underlying causes of potential East-West conflict through negotiation, reconciliation and settlement. Thus, in addition to Canada's participation in the collective security effort of the Alliance, efforts have focused increasingly on consultations on East-West issues such as the Conference on Security and Co-operation in Europe (CSCE), the Strategic Arms Limitation Talks (SALT) between the United States and the Soviet Union, and the negotiations on Mutual and Balanced Force Reductions (MBFR) in Vienna.

In spite of spending restraints, the Government has maintained programs of capital expenditure to acquire new replacement equipment for the Canadian Forces. In 1978, Canada signed agreements to acquire and operate the Airborne Early Warning and Control system. During the year, the list of competitors for the contract to supply a new fighter plane was reduced to the McDonnell-Douglas F18A and the General Dynamics F16, and plans progressed to acquire six new patrol frigates for the Canadian Forces. The first of the Leopard I tanks were delivered in 1978.

Canada's membership in NATO continued to be a factor in the development of its political, economic and scientific-technological relations with Europe. The alliance has allowed -- indeed, has obliged -- both Canada and the United States to maintain a lively interest in European affairs, thus exemplifying the interdependence of Europe and North America. It has also provided Canada with an opportunity to consult regularly with 14 other countries (including eight of the nine members of the European Community) on a variety of political and military questions.

The North Atlantic Council met, with the participation of Heads of State and government, in Washington on May 30 and 31, 1978. The fresh study of long-term trends in East-West relations, decided upon a year earlier in London, confirmed the validity of the aims of the alliance -- to maintain security and pursue détente. The NATO leaders endorsed the objectives of the Long-Term Defence Program put forward by their defence ministers and noted with satisfaction improvements in NATO's defence preparedness through modernization programs and co-ordinated defence planning.

## Bilateral defence co-operation

Canada has bilateral defence arrangements with a number of its NATO partners. Those that deal with the defence of North America necessitate the closest consultation and co-operation between Canada and the United States consistent with the primary aim of maintaining Canadian sovereignty.



The principal consultative body dealing with continental defence is the Permanent Joint Board on Defence, jointly presided over by two chairmen, who report directly to their respective heads of government. In 1978, the Board examined such issues as the improvement of North American air-defence systems, contingency plans for redeployment of U.S. military aircraft to Canadian bases in times of crisis, and the continued validity of the bilateral defence-production and development-sharing programs.

The agreement establishing the North American Air Defence Command, the best-known of Canada's bilateral defence agreements, is scrutinized periodically to ensure its continued effectiveness under changing circumstances. A Canada-U.S. study, agreed to in 1978 and expected to be finished by mid-1979, will consider the best means for ensuring the air defence of the North American continent for the next 20 years.

While combat preparedness is an obvious priority of Canada's bilateral defence relations with the United States, military and civilian teamwork in peacetime tasks of search-and-rescue, weather-reporting, civil-emergency planning and Northern research is a continuing commitment. Civil emergencies such as the re-entry over Northern Canada in January 1978 of the Soviet nuclear-powered satellite Cosmos 954 was an essentially civilian operation with the Canadian Forces providing support.

#### Military training assistance

An interdepartmental committee chaired by the Department of External Affairs administers the Military Training Assistance Program. Where positions are available, training is provided on request for armed forces personnel of certain non-NATO countries. The program provides basic officer, junior-staff and military-trades training courses.

In 1978, 85 candidates from Asia, Africa and the Caribbean were trained in Canada, of whom about 50 per cent attended officer courses.

#### Strategic Arms Limitation Talks (SALT)

For nearly ten years the United States and the Soviet Union have been engaged in negotiations seeking agreement to curtail the strategic nuclear arms race and begin the process of reducing nuclear arsenals. In 1972, the U.S.A. and U.S.S.R. signed initial agreements on the limitation of strategic nuclear arms (SALT I), and in 1974, at Vladivostok, they reached an understanding on the outlines of a further and more definitive agreement (SALT II). New proposals were put forward by the United States in 1977 and 1978 and, by the end of the latter year agreement was near, and expectation was being expressed that the SALT II treaty would be signed early in 1979.

Agreement on the limiting of strategic nuclear weapons has long been regarded as the most urgent arms-control objective. It is of vital importance to East-West relations and to world peace and security that the two superpowers agree to limit the further growth and refinement of strategic nuclear arms in order to preserve and increase the stability of the strategic balance and so reduce the risk of war.

In 1978 Canada continued, both in NATO and through bilateral channels, to give strong support to the search for early agreement on measures that would help halt and eventually reverse the nuclear-arms race.

#### Mutual and Balanced Force Reductions (MBFR)

After SALT, the most important East-West continuing arms-control negotiations take place at the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe, generally referred to as MBFR. In these negotiations, which began in Vienna in 1973, NATO and the Warsaw Pact countries have been seeking agreement on ways to reduce the level of armed confrontation in the area of its greatest concentration. As had been expected from the outset, many difficulties have been encountered and progress has been slow. A principal obstacle has been the failure to reach agreement on the level of forces actually present on each side in the area of proposed reductions and the consequent failure to agree on the size of reductions by each side that would result in a balanced outcome. By the end of the 1978, no agreement was yet in sight.

Canada remains convinced of the importance of such an agreement. Within the NATO alliance, Canada has been a consistent and strong supporter of the aims of MBFR and has participated actively in the formulation of policy and the conduct of the negotiations.

## CHAPTER 2: THE INTERNATIONAL ECONOMIC SYSTEM

### Commercial and commodity relations

The governments of the industrialized countries, including Canada, continued to be faced with the range of problems that have characterized the international economic environment of the middle and late seventies: inflation, slow growth, high and increasing cost of energy, exchange-rate instabilities, the need for structural adjustment to meet international competition without unacceptable domestic social and economic costs or a lapse into protectionism, and the need to put economic relations between North and South on a sounder and more equitable footing.

Reflecting the urgency of these problems, world leaders devoted increasing time and effort to the search for solutions. Canada played an active role in the Bonn Economic Summit in July and in the North-South Summit in Runaway Bay, Jamaica, in December. The pace of activities in the Organization for Economic Co-operation and Development (OECD), the International Energy Agency (IEA), the General Agreement on Tariffs and Trade (GATT) -- (with respect to the Multilateral Trade Negotiations (MTN) -- and the United Nations Conference on Trade and Development (UNCTAD) -- particularly with respect to the common fund for the stabilization of commodity prices -- quickened significantly during 1978. The resulting progress made it possible to look towards 1979 with reasonable optimism that the year would bring agreement on major issues affecting the international trading environment.

Energy continued to occupy the attention of governments. In an initiative promoted by Canada, the Bonn summit leaders requested the World Bank and the OECD to make new efforts to increase the hydrocarbon and renewable-energy resources available to oil-importing developing countries. An apparent world over-supply of oil quickly disappeared at the end of the year as turmoil in Iran affected that country's oil exports, leading Canada and other members of the IEA to renew their attention to reducing demand on world oil-markets. On the nuclear side, Canada concluded upgraded safeguards agreements with the European Community and Japan and resumed uranium deliveries to those two major nuclear powers. Canada also emerged as a major participant in the substantive work of the International Nuclear-Fuel-Cycle Evaluation (INFCE).

### General economic policy

Canada continued to experience major economic problems in 1978, including persistently high rates of unemployment and inflation and further weakening of the Canadian dollar on international foreign-exchange markets. The important linkages between Canada's domestic and international economic problems were underlined in consultations with other industrialized countries.



The OECD ministerial meeting in June endorsed a concerted action program for Western countries designed to stimulate sustainable and non-inflationary economic growth. This approach was based on increasing understanding of the interdependent nature of economic expansion and the growing conviction that differentiated but co-ordinated action would be beneficial to all industrialized countries and to the international community at large. Ministers also decided to proceed with studies of the effects of increased imports of manufactured goods from developing countries and the consequent need to adopt structural-adjustment policies and resist protectionist pressure in order to ensure a healthy and open international trading system.

The Prime Minister participated in the economic summit meeting in Bonn in July with heads of state or government from Britain, France, Germany, Italy, Japan and the United States and the President of the European Community. The leaders agreed on a package of economic measures designed to stimulate non-inflationary domestic growth and employment, reduce trade imbalances and reduce destabilizing exchange-rate movements. They committed themselves to reducing dependence on imported oil by limiting the increases in domestic consumption and called for more private and public investment to stimulate efficient production and the use of conventional and non-conventional energy resources. They underlined the importance for the future of the international trading system of a successful conclusion of the "Tokyo Round" of the Multilateral Trade Negotiations. They welcomed the work of the OECD on the increasing economic linkages between industrialized and developing countries and on the need for structural change in economic production.

The thirty-third session of the United Nations General Assembly reviewed the major economic issues that constituted the agenda for the North-South dialogue. Canadian efforts to build bridges based on mutual interests between the industrialized and developing countries contributed to the endorsement of a consensus resolution on development and international co-operation. Canada was also instrumental in the Second Committee of the General Assembly in bringing about a clarification of the mandate of the Committee of the Whole, the "overview" committee, which had been established by the previous General Assembly, and in obtaining agreement on a resolution establishing a preparatory committee for a new International Development Strategy that is expected to be promulgated following the UN special session on development in 1980.

In late December, Canada was one of seven participants, along with Australia, Germany, Jamaica, Nigeria, Norway and Venezuela, in a meeting of heads of state or government in Jamaica to examine major North-South issues facing the world community. Trade and resource issues were reviewed but principal attention was devoted to the atmosphere of the North-South dialogue and the desirability of giving priority in international negotiations among developed and developing countries to those issues on which progress could be achieved for mutual

benefit. Canada indicated its support for regional or functionally-specialized meetings bringing together leaders of developed and developing countries.

Canada continued to take part in regular and ad hoc economic consultations -- in UNCTAD, the OECD, NATO, the International Monetary Fund (IMF), the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA) and regional-development institutions. Fundamental Canadian positions were based on recognition that, in an increasingly interdependent world economy, satisfactory progress on shared economic problems could be achieved only by continued effort to ensure that measures endorsed internationally were sound, realistic and appropriate. The effects of domestic and international actions are transmitted rapidly through the international economic system and it is consequently important that all governments remain aware of the implications of their national policies for others. Canada continued during 1978 its efforts to further this understanding.

#### Commercial policy

Canadian commercial policy in 1978 sought to balance the long-term objectives of creating a more open international trading system and the short- and medium-term domestic objectives of improving economic efficiency with the minimum disruption to employment.

During the year, the MTN registered substantial progress. Prior to the convening of the Bonn summit in July, the major MTN participants agreed on a framework of understanding, which resolved a number of difficult negotiating and procedural issues. With the impetus provided at Bonn, draft agreements on a number of non-tariff matters were at an advanced stage by the end of the year, and the final intensive phase of negotiations had begun. On the basis of progress to the end of December, there was a good prospect that the MTN would result in the expansion and elaboration of the GATT rules on international trade, which, together with negotiated tariff concessions, would create a fairer and more liberal trading environment for the 1980s and 1990s. The shaping of the post-MTN environment to expand further the opportunities for growth and development of the Canadian economy continues to be a major object of Canadian trade policy. Canada, as a country whose economic welfare depends to a large extent on international trade, has a vital interest in ensuring that international disciplines are sufficient to prevent the widespread recurrence of protectionist policies, which, in the longer term, can only impair the well-being of all countries.

Negotiations during the year on a broad range of agricultural commodities and fisheries were aimed at stabilizing and protecting producer incomes and improving export-market opportunities. In the short term, import restraints were maintained in order to avoid the disruption of domestic markets for products such as beef, cheese, eggs and turkeys arising from international market developments. Longer-term

multilateral and bilateral negotiations were pursued with the multiple aims of liberalizing world trade, expanding market access for Canadian farm and fishery products and upgrading the framework of international consultation and co-operation for trade in these products. Major tariff negotiations continued in the MTN context for agricultural and fishery products and bilateral tariff negotiations took place to implement the Tariff Board recommendations for changes in the tariff on fruits and vegetables.

Following the decision late in 1977 to impose a global quota, under Article XIX of GATT, on imports of footwear, consultations have continued with three principal suppliers, the U.S.A. the European Community and Brazil.

In October 1978, Canada initiated its first "countervail" investigation under the new "countervail regulations" adopted in 1977. The investigation is to determine whether imports into Canada of baler twine have benefited from Government subsidies within the meaning of the Customs Tariff Act.

During the course of 1978, Canada negotiated bilateral textiles agreements with seven major suppliers of low-cost textile and clothing imports, including the Republic of Korea, the People's Republic of China, Hong Kong, Taiwan, the Philippines, Poland and Romania. The agreements cover a wide range of textile and apparel items, and extend to some 80 percent of Canada's imports of low-cost textile products. They were negotiated under the auspices of the Arrangement Regarding International Trade in Textiles (ITA), which was extended for a further four years at the end of 1977. Canada accepted the Protocol of Extension in October 1978. The bilateral agreements came into effect on January 1, 1979, and, with the exception of the agreement with the R.R.C., will be in effect for three years. At the same time, the global quotas on clothing, which were introduced in November 1976, came to an end on December 31, 1978. The new agreements, plus a system of import-monitoring, will ensure that the Government will maintain imports to a level that will not seriously disrupt the industry. The global quotas achieved their desired effect by allowing the industry to recover from the injurious effects of massive imports in 1975 and 1976.

#### Commodities

The UNCTAD Integrated Program for Commodities continued during 1978 to generate considerable international activity. Canada, as a major commodity exporter and importer with a vital stake in international commodity questions, was represented at some 20 UNCTAD meetings on commodities ranging from tea to iron ore. Of particular importance to Canada was continuing UNCTAD preparatory work on possible international arrangements on copper; three copper meetings were held in 1978, with further work scheduled for 1979.



Canada participated actively in the United Nations Conference on Natural Rubber held in November 1978, also under the aegis of the Integrated Program for Commodities. This conference, called to negotiate an International Rubber Agreement that would promote price stabilization, did not reach consensus on the terms of the agreement. Some progress was achieved, however, and a resumed session will take place in 1979. Canada was also involved in 1978 in international preparatory work on cocoa in anticipation of negotiations for a new international cocoa agreement scheduled for early 1979. Canadian representatives continued to participate in the continuing activities of international commodity councils on tin, coffee, cocoa and sugar, and in the international lead-zinc and rubber study groups.

Of major significance to Canada in 1978 were international discussions and negotiations on a new International Wheat Agreement and an accompanying Food Aid Convention. A new agreement, to replace the 1971 International Wheat Agreement, which lacks economic provisions, would be aimed at improving world food security and increasing wheat price stability.

Substantial progress was made in 1978 in the protracted international negotiations for a Common Fund to promote commodity price stability. At the third negotiating session in November 1978, there was broad consensus among participants on the basic purposes of the fund and some narrowing of differences over fund financing. While a number of major issues are still outstanding, there is reason to hope that these will be resolved during further negotiations in 1979. Canada is committed to the Common Fund, and will continue to work actively with other participants for its establishment as a workable and effective international institution.

It should be noted, in conclusion, that Canada's commodity interests are closely bound up with international activity in a number of other forums in 1978. These include, in particular, the current round of Multilateral Trade Negotiations and international negotiations on the law of the sea (both reviewed elsewhere).

### Energy

The world energy situation displayed a deceptively calm surface throughout most of 1978, with ample quantities of oil available on the world market and no increase in OPEC prices. Under such apparently benign circumstances, it was a challenge for the industrialized nations to pursue the development of concerted energy policies based on projections of the global oil-supply storage in the 1980s. Agreement was, however, reached on activities to lessen the dependence of those countries on imported oil in the International Energy Agency and at the Bonn summit. Programs were also initiated at Bonn and in the UN to assist with the development of energy resources in underdeveloped countries. Ominous oil-supply and price developments at the end of the

year demonstrated the necessity of improved international energy co-operation.

As a result of the availability of new sources of oil from the North Sea, Alaska and Mexico and of reduced demand growth in industrialized countries (both developments that reflected the impact of the quadrupling of oil prices from 1973 to 1978), there was an apparent glut of oil on the international market during the year. OPEC member countries acknowledged this temporary oversupply by leaving the price for their "marker crude" for the whole of 1978 at the level (\$12.70 a barrel) established in July 1977.

Governments of most industrialized countries agreed nevertheless on the need for concerted national energy policies to confront a more challenging world energy-supply situation, which they believed would emerge well before the end of the century. A key task would be to ease the transition to a much-reduced reliance on import oil. The International Energy Agency became an increasingly significant forum for intergovernmental efforts in this direction. IEA member countries, including Canada, agreed in April 1978 to publish the results of their annual review of the energy policies of member countries and their contribution to the achievement of the IEA group objective on limiting oil imports that had been adopted by ministers the previous autumn. These countries also began preparations in 1978 for a policy document, to be adopted by ministers in the following year, aimed at promoting the development of world trade in thermal coal. Canada increased its participation in IEA co-operative agreements on energy-research and development projects, and continued to contribute to IEA activities on energy conservations, oil-sharing and monitoring of the world oil market.

At the economic summit meeting in Bonn, the seven leaders' agreement to reduce their dependence on imported oil reflected the energy-policy principles adopted at the 1977 IEA ministerial meeting. Canada played an important role in promoting agreement at Bonn on a two-pronged initiative directed towards the energy needs of developing countries. Leaders agreed to intensify national development-assistance programs in energy and to co-ordinate efforts to bring into use renewable energy technologies in developing countries. The OECD Council established a working party, under Canadian chairmanship, to examine as a matter of urgency means of achieving such co-ordination. The summit participants also asked the World Bank to examine new approaches to the financing of hydrocarbon exploration in developing countries. In response, the Bank prepared a report proposing a program for accelerating petroleum production in the developing countries through increased financing by the Bank.

No international forum for co-ordinating co-operation on energy matters among industrialized countries, oil-producing countries and oil-importing developing countries appeared in 1978. However,

growing international awareness of the increasing importance of energy questions was reflected in a UN General Assembly decision to convene in 1981 a UN conference on new and renewable sources of energy.

Optimism about the short-term world oil-market situation faded late in the year when, as a result of internal political turmoil, Iranian oil exports of about five million barrels a day began dwindling in October and by late December had been reduced to zero. For Canada, Iranian exports had provided about 20 per cent of its oil imports, or 7 percent of its total oil consumption. On December 16, OPEC countries approved a 5 percent oil-price increase in the first quarter of 1979, to be followed by further increases every three months to reach a total price increase for the year of 14.5 percent. It had become clear that, in the coming year, governments from all regions would need to give continuing high-level attention to the effective development and management of energy resources.

#### Industrial co-operation policy

During recent years, a new pattern has appeared in the conduct of international trade. In contrast to isolated transactions involving relations between buyer and seller or user and supplier, there has been a growing tendency for firms to pool their capabilities in common industrial endeavours. These arrangements typically cover sets of complementary activities and often extend across the entire spectrum of capital-formation, research and development, financing, production, marketing and distribution.

Within Canada, increasing attention has been given to the stimulation of industrial co-operation between Canadian firms and those of Canada's trading partners to achieve a number of the Government's purposes, including: the upgrading of exports; the providing of Canadian firms with the most modern technologies; the rationalizing of the manufacture of Canadian products through the expansion of markets; and helping Canadian firms with insufficient resources to become established in international markets.

The Department, in conjunction with other interested ministries, has encouraged Canadian industry to explore this increasingly important method of carrying on international trade. To this end, industrial co-operation is being incorporated into trade and economic co-operation agreements negotiated with some of Canada's trading partners.

#### Intellectual property, investment and competition policy

Throughout 1978, intergovernmental preparations continued for the revision of the Paris Convention for the Protection of Industrial Property (Patents). In the course of this work, which will culminate in a diplomatic conference in February 1980, special attention was given to the interests of developing countries.



Canada is a member of the UN Commission on Transnational Corporations and chaired the fourth session of the Commission in Vienna in May. Work on a code of conduct for transnational corporations continued throughout the year. In addition, Canada participated in the work of an ECOSOC working group that is drafting an international agreement on the problem of illicit payments in international commercial transactions. Within the OECD framework, Canada was involved in dealing with issues connected with the 1976 Declaration on International Investment and Multinational Enterprises, including the continuing study of discriminatory treatment of foreign direct investment.

Efforts continued within the OECD to promote intergovernmental co-operation in dealing with restrictive business practices. Canada is also participating in an UNCTAD group of experts that is drafting a set of principles and guidelines for the control of restrictive business practices in international commerce.

#### Multilateral environmental policy

Canada's purposes in participating in the environmental activities of the United Nations, the Organization for Economic Co-operation and Development and the North Atlantic Treaty Organization include: the enhancement of its capacity for environmental management through exchange of information on policies and technologies with other Western nations; the persistence of joint efforts to resolve environmental problems of an international character; the promoting of the development of international environmental law and the encouraging of environmentally sound and appropriate development in the Third World. The year 1978 proved to be one of significant progress towards some of these goals.

Canada derived considerable benefit from exchanges of both policy and technical information in NATO's Committee on the Challenges of Modern Society. It was also a strong proponent in the Organization for Economic Co-operation and Development of a broad new program, launched in 1978, to harmonize the testing and control of toxic substances by member countries.

With the UN Economic Commission for Europe now serving as the focal point for action to implement the environmental provisions of the Helsinki Final Act, intensive negotiations took place to develop East-West co-operation on such subjects as long-range transport of air pollutants and exchange of information on low-waste and non-waste technologies.

Canada continued to provide leadership in the United Nations Environment Program with a view to enhancing the co-ordination and "catalytic" role of that organization within the UN system. The year witnessed the tabling in the General Assembly of principles of conduct to guide the management of natural resources shared by two or more

states. Canada urged that environmental concerns be an integral part of the New International Development Strategy that was being developed for the Eighties.

In all multilateral environmental meetings, Canada stressed the need to give serious study to the environmental implications of evolving energy strategies.

#### Science policy

The international scientific activities of the Federal Government are aimed at helping to ensure that Canada attains a position among the leaders of the industrialized and technologically-advanced countries. This object is pursued by various means, including exchanges of information, visits of technical experts, and joint research projects in collaboration with other nations -- activities promoted vigorously by the Department of External Affairs in co-operation with science-based departments and agencies.

The year witnessed the beginning of a concentrated effort to enhance Canada's domestic research and development activity. As greater attention was given to science and technology, renewed efforts were made to find ways of complementing domestic programs and priorities by means of international action. In addition, joint activities were undertaken with a number of individual countries including France, Japan and the Soviet Union, with which Canada held major meetings. Canada was also active in a variety of multilateral scientific organizations. Representatives attended meetings of the Commonwealth Science Council, the OECD Committee on Science and Technology Policy, the NATO Science Committee and the Senior Advisers on Science and Technology of the Economic Commission for Europe. Canada also participated in a UNESCO conference of science policy ministers, and was actively involved in preparations for the forthcoming UN Conference on Science and Technology for Development.

#### Air relations

After a period of consolidating their services, scheduled Canadian carriers enjoyed a profitable year, with some expansion and traffic growth. The announcement of a new charter policy permitted some liberalization in charter rules for domestic charter operators and a benefit for the Canadian leisure traveller. In October, the United States de-regulated its domestic airline industry and gave notice that it planned to withdraw anti-trust exemptions for American airlines participating in Tariff conferences of the International Air Transport Association. These measures have created a radically new environment for international civil aviation.

Negotiations between Canada and Argentina were concluded successfully in January by an agreement initialled ad referendum.

With the signing of an air agreement with Haiti, Air Canada started operating to Port-au-Prince in the autumn. Two rounds of negotiations with Barbados produced the terms of a new interim air agreement. Negotiating rounds were also held with the Scandinavian countries, Portugal and Britain. In the second half of the year, British efforts to move Air Canada from Heathrow Airport to Gatwick Airport were resisted with the support of Canada's High Commission in London. Bilateral air agreements are currently in force with more than thirty countries.

### Transportation

Developments in world shipping, the evolving transportation policies of Canada's main trading partners and the impact of technological change continued to call for the exchange of technical data and the promotion of Canada's interests in international forums. Hence its continued participation in the work, inter alia, of the OECD Maritime Transport Committee and its subsidiaries, the UNCTAD Committee on Shipping and related institutions, and the Inland Transport Committee of the Economic Commission for Europe. Issues of bilateral transportation continued to be dealt with through the services of Canadian missions. Trends in international shipping resulted in a new Canadian shipping policy, which in turn had implications for Canada's international relations. At the same time, the nation's stake in the technological and regulatory conditions of air and maritime transport, in particular the development of internationally-accepted standards of facilitation and safety, continued to motivate Canada's participation in the work of the International Civil Aviation Organization in Montreal and the Intergovernmental Maritime Consultative Organization (IMCO) in London. In the context of marine pollution prevention, two international conferences were held under IMCO auspices and in which Canada played an active part. These conferences provided additional protocols to the 1974 Convention on Safety of Life at Sea and the 1973 Convention for the Prevention of Pollution from Ships, as well as a Convention on Standards of Training, Certification and Watchkeeping for Seafarers. Progress was also made during the year towards an international convention on multimodal transport.

### Space and telecommunications

Canada was actively involved in the work of the UN Committee on the Peaceful Uses of Outer Space (particularly the establishment of a group of experts on the use of nuclear power sources in space), in the preliminary discussions concerning the holding of a second UN Conference on Outer Space and in debate concerning various remote-sensing issues.

In December, Canada became a co-operative member of the European Space Agency (ESA). This new and upgraded status (from that of observer) will provide the opportunity for participation in ESA's programs and projects on both scientific and industrial levels.



Active co-operation continued with the National Aeronautics and Space Administration (NASA), and in September the head of the agency visited Canada to explore ways of expanding this bilateral co-operation.

Canada continued to involve itself in the work of international satellite organizations. A Canadian delegation attended the third Assembly of Parties of the International Telecommunications Satellite Organization (INTELSAT). Canada also took part in several preparatory meetings held to establish an international maritime satellite communications organization (INMARSAT), which is expected to come into being in 1979.

In addition, extensive work continued, both nationally and internationally, in preparation for Canadian participation in the 1979 World Administrative Radio Conference, sponsored by the International Telecommunications Union.

#### International Economic Law

The year 1978 was a very busy year for Canada in the field of international economic law, both in terms of making claims against other nations and of negotiating and signing international agreements.

The major event of the year in terms of claims was the crash of the Soviet satellite Cosmos 954 in the Northwest Territories on January 24, which set in motion a process of claims against the U.S.S.R. In a note dated February 28, 1978, Canada informed the Soviet Union that it would submit a claim for damages caused by the presence of radioactive debris from the satellite on its territory, and in particular, for the search and clean-up costs incurred in returning the affected areas to their original state of safety. Canada's claim for reparations will be based on the pertinent international agreements, notably the Convention on international liability for damage caused by space objects which was signed in 1972 as well as on the general principles of international law. The amount claimed will be over six million dollars, counting only the expenses incurred as a result of this incident. Canada must present its claim within the legal time limit, that is within 12 months of the incident; the U.S.S.R. will then have the same length of time to satisfy the claim, and if this is not done, Canada will be able to request settlement by a third party.

With respect to other claims in general, the Secretary of State for External Affairs announced on July 19, 1978 that the Government of Canada was beginning a claims program for Canadian citizens who had lost goods or properties in the German Democratic Republic. Since that date, interested parties have been invited to send information on the claims which they feel should be included in the next round of negotiations. This new program joins those already in effect with regard to some other countries, such as China, Cuba and Yugoslavia.

With respect to the negotiation of economic agreements, the Bureau of Legal Affairs was involved not only in the purely economic negotiations such as those in connection with the General Agreement on Tariffs and Trade and the Hamburg rules for the carriage of goods by sea, but also in negotiations in which political, social and cultural elements are involved along with economic considerations. Examples include the United Nations code of conduct for transnational corporations, bilateral treaties to avoid double taxation and the protocol with Egypt covering the coming of the Tutankhamun Exhibition to Canada.

Lastly, mention should be made of the drafting of a code of conduct for the transfer of technology (a project of the United Nations Conference on Trade and Development) the drafting of the ECOSOC convention on corrupt practices, the development of consultation procedures with the United States to avoid overlapping jurisdictions and the finalizing of nuclear safety control mechanisms.

## CHAPTER 3: NORTH/SOUTH RELATIONS

### Development assistance

Canada's development-assistance program during the fiscal year ending March 31, 1978, reached a record total-disbursement level of \$1,276.9 million (including \$231.9 million in debt cancellation).

Bilateral disbursements continued to be concentrated on the poorest countries, in accordance with one of the principal objectives set out in the Strategy for International Development Co-operation 1975-80. Canada also supported a number of leading multilateral institutions, such as the World Bank, regional development banks and the United Nations Development Program with payments totalling \$410.2 million, or 39 per cent of the total (excluding debt). Food-aid expenditures during the fiscal year totalled \$232.0 million, of which 60 per cent was provided bilaterally.

### Commonwealth technical co-operation

The Commonwealth Fund for Technical Co-operation is the principal multilateral mechanism for development assistance within the Commonwealth. Its main purpose is to provide technical assistance, education and training in developing countries.

Canada, which has contributed approximately 40 per cent of the resources of the fund, regards it as an effective instrument of development co-operation. Accordingly, at the Commonwealth heads-of-government meeting in June 1977, Prime Minister Trudeau announced that Canada would contribute \$6.5 million to the fund in the fiscal year 1977-78 and \$7.8 million in 1978-79.

The Special Commonwealth Fund for Mozambique, created in 1976 with a target of \$1 million, became operational in 1977 and by September 1978 had initiated technical assistance and training projects costing \$400,000. Canada has so far contributed \$400,000 to this fund.

### Export-financing policy

Canada took part in continuing consultations among industrialized countries for the purpose of lessening unnecessary competition in officially-supported export credits. During 1978, the consensus on export credits was replaced by guidelines to which all members of the Organization for Economic Co-operation and Development (OECD) except Iceland and Turkey adhered. Canada agreed to participate in the new understanding, despite serious shortcomings from this country's point of view, because it represented a continuation of the attempt to maintain some international discipline in the field of credit competition.



Canada was also a participant in the informal "Club of Paris" which, in cases of serious arrears in the servicing of officially-supported credits, has brought creditor and debtor states together to discuss the most effective means of repayment. During 1978, the Club of Paris met with Peru; Canada participated in the meeting.

Canada signed agreements during the year with Malawi and Western Samoa designed to provide a procedural framework for solving problems of foreign-investment insurance. These brought to 24 the number of agreements of this sort between Canada and other countries. By the end of the year, discussions on similar agreements were under way with another 21 states.

### Industrial co-operation policy towards developing countries

As part of a general review by the Canadian Government of its relations with developing countries, increasing emphasis has been placed on those in the middle and upper income ranges. Since the traditional program of development assistance, with its emphasis on the poorest nations, has had little relevance for many of the higher-income developing countries, a program of industrial co-operation is now being designed to encourage investment in developing countries possessing an established industrial base.

While the new Canadian policy is still being developed by co-ordinating a number of existing programs and creating some new ones both within and outside the "aid" field, small and medium-sized Canadian companies may be encouraged to undertake enterprises in selected developing countries. Such enterprises might take the form of direct investment, a joint venture or some other kind of corporate link. In turn, the growth of Canada's export-oriented industrial sector and, indeed, its export performance would be improved by the stimulation of demand for Canadian plant and technology. Undertakings of this sort would, at the same time, contribute to the development of the industries of "partner" developing countries.

At the multilateral level, the Department has been involved in the negotiation, within the framework of UNCTAD, of an international code of conduct for the transfer of technology. A diplomatic conference on this subject took place in Geneva in November 1978. The Department also continued to follow closely the activities of the United Nations Organization for Industrial Development and, in March 1978, participated in the negotiating conference aimed at its transformation into a Specialized Agency of the United Nations. Finally, the Department has been actively involved in the preparation at the national, regional and international level for the UN Conference on Science and Technology for Development, which is scheduled to take place in Vienna in August 1979.

### Economic and social affairs

Canada completed its three-year term on the Economic and Social Council in December 1977. However, as an observer Canada is still able to take an active role under new arrangements that allow observers many of the privileges of members. At the sixty-fifth session, Canada co-sponsored a resolution with the U.S. and was successful in obtaining agreement for a negotiating conference for an international treaty on illicit payments by transnational corporations.

At the thirty-third session of the UN General Assembly, Canada was elected a vice-chairman of the Second Committee. Under Canadian chairmanship, progress was made on a consensus resolution on the UN Conference on Science and Technology for Development, and the Committee established guidelines for the new International Development Strategy for the Third Development Decade.

Discussions continued at the thirty-third session on the reconstructing of the economic and social structures and machinery of the UN and on the mandate for the Committee of the Whole. Progress was made towards an improved climate for negotiations on outstanding issues relating to a "new international economic order" and for the exchange of views on global economic problems.

During 1978, Canada expressed some concern over the growing tendency of the United Nations to create "special years" to underline issues of particular concern to member states. Though Canada supports their general purpose, to increase awareness of the problems of specific "disadvantaged" sections of the world's population, the Canadian delegation has argued, in the General Assembly and other UN forums, that the proliferation of special years ultimately reduces their impact. Canada has maintained that if the international community were to restrict special years to no more than one every five years, the years designated would thus receive sufficient public attention to allow their message to be fully absorbed.

Preparations for the 1979 International Year of the Child were intensified throughout the world. The appeal of the General Assembly of the United Nations to focus on children's needs and rights has been responded to by 151 countries, while 121, including Canada, have established commissions to promote the observance of the year at the national level.

In July, Canada was host to the Inter-Regional Preparatory Meeting for the Sixth Congress on the Prevention of Crime and Treatment of Offenders, to be held in Sydney, Australia, in 1980. The Ottawa meeting brought together criminal justice experts from 20 countries to discuss crime trends, prevention and control. The conclusions arrived at during the Ottawa meeting will be forwarded for consideration to the Sixth Congress.

In September, Canada took part in a Conference on Primary Health Care, held in the Soviet Union and jointly sponsored by the World Health Organization and the U.N. Children's Fund. The conference was significant because it allowed Canadian experts to compare health care experiences in Canada's remote North with those of other countries that also experience some health-care delivery difficulties.

The Preparatory Committee for the 1980 World Conference pertaining to the United Nations Decade for Women held its first session from June 19 to 30 in Vienna. The committee drew up an action-oriented agenda for the conference, with concentration on the priority objectives of employment, health and education within a broader context of the objectives of the decade: equality, development and peace.

Work has continued towards the implementation of the World Plan of Action on the Status of Women and, in Canada, a national plan of action for accelerating progress towards women's equality in the remaining years of the decade has been presented to Cabinet.



## CHAPTER 4: THE RULE OF LAW AND CONCEPTS OF RIGHTS

### Law of the Sea Conference

The seventh session of the third United Nations Law of the Sea Conference convened in Geneva from March 28 to May 17, 1978, and in New York from August 21 to September 15, 1978. The atmosphere of this seventh session was constructive and the progress made on some key issues still under negotiation was encouraging. However, further intensive discussions will be necessary in order to reach a general compromise and ensure the success of the conference.

Negotiations concerned first of all the international regime of exploitation for the deep seabed, in particular resource policy, the financial organization of the International Seabed Authority and of the Enterprise, as well as the various arms of this authority. From the Canadian point of view, the most important event was the conclusion of an ad referendum agreement between the Canadian and American delegations on a formula for putting a ceiling on nickel extraction in the deep seabeds. Included in the final report of the first part of this session, the formula provides for an orderly growth in mining of the deep seabeds, gives satisfactory safeguards against disruption of the land-based mineral market, and sets a high enough ceiling on nickel production from the deep seabeds to meet the needs of future producers.

Negotiations also continued on the definition of the outer edge of the continental shelf, another issue of vital concern to Canada. The Irish formula, based on the natural characteristics of the continental shelf, is receiving growing support. However, efforts made to come to a compromise were complicated by the presentation of a proposal that would set an arbitrary limit on the claims of the coastal State on the shelf. Canada attaches great importance to the satisfactory settlement of this issue, especially since its shelf extends far beyond the 200-mile limit in some areas off its east coast. Only through a compromise based on the Irish formula can a final decision be made on this matter of a comprehensive settlement regarding access of landlocked and geographically disadvantaged States.

In this regard, the highlight was the presentation, by the chairman of the negotiating group, of proposals granting landlocked and geographically disadvantaged States access to the living resources which are surplus to the needs of the coastal States in the economic zones of their areas and sub-areas. The text, which will no doubt require certain clarifications, represents significant progress in the search for a compromise solution.

On the settlement of disputes, significant progress was made regarding the exercise of a coastal State's sovereign rights in its exclusive economic zone. The compromise text under study provides that a coastal State is free to manage the living resources in its economic

zone, being subject not to the compulsory dispute arbitration procedure, but only to conciliation in some cases.

With regard to delimitation of the maritime boundaries between States with opposite or adjacent coasts, there are still significant differences of opinion between the proponents of the equidistance concept and those of the principle of equity. However, after lengthy discussions in the negotiating group, the chairman of the group declared that any text adopted would have to include as delimitation criteria a fair share of both principles. This approach might well serve as a starting point for the formulation of a compromise text on this matter during the next session.

The disaster caused by the beaching of the Amoco Cadiz off the French coast in 1978 created among several delegations in the Third Committee not only a greater awareness of the possible dangers but also a greater concern for the protection of the marine environment. Participants therefore dealt with three issues of vital concern to Canada: the powers of a coastal State to set standards in its territorial waters, its powers to police its exclusive economic zone and its right of intervention to prevent and control pollution caused by accidents at sea. Several proposals received substantial support, one of which, a Canadian initiative, provides for increased powers of inspection by the coastal State in cases of violation of pollution control legislation in its economic zone. The consensus is that the progress made during this session has brought negotiations on marine pollution one step closer to a successful conclusion.

As a result of the lengthy debate, the seventh session has made it possible to isolate the essential points of an overall compromise on the key issues still to be resolved. However, further intensive negotiations will be needed before final agreement on a treaty is reached. The momentum of the 1978 session will have to be maintained at the eighth session which will take place in Geneva from March 19 to April 27, 1979.

Seeing the significant progress already achieved at the Law of the Sea Conference in the last four years, and aware of the vital importance of the issues to be resolved, Canada remains dedicated to the satisfactory conclusion of the negotiations, which will ensure complete protection of its mining and maritime interests, and will guarantee orderly and lawful utilization of the oceans.

#### International Fisheries

Within the last decade, major changes in the legal status of the world's oceans have resulted from developments at the third United Nations Conference on the Law of the Sea and from the extension of the maritime jurisdiction of coastal states. The Department of External Affairs has played a leading role in negotiations with other countries

relating to these jurisdictional changes in fisheries and maritime matters, both on a bilateral basis and in various regional multilateral organizations of which Canada is a member.

The year 1978 was the second year of Canada's new fisheries regime, following the extension of the fisheries zones off Canadian coasts from 12 to 200 miles in 1977. During 1978, Canada signed a fisheries agreement with Japan, bringing to ten the number of bilateral fisheries agreements concluded either before the creation of the new fisheries zones (those with Norway, Spain, Portugal, the U.S.S.R. and Poland) or subsequently (those with Cuba, Bulgaria, the German Democratic Republic, Romania and Japan). These agreements permit the continuation, under a strict system of licences and quotas, of foreign fishing within the 200-mile zones for stocks that Canada declares to be beyond its capacity to harvest. The last five agreements also contain a provision designed to ensure greater protection for depleted fish-stocks outside the 200-mile zones. In particular, they recognize Canada's special interest in the stocks on the Grand Banks and Flemish Cap beyond the zones of national jurisdiction.

Bilateral fisheries negotiations were also held during 1978 with Denmark (in respect of the Faroe Islands) and with the European Economic Community. In both cases, agreement was reached ad referendum and the texts of the agreements have been submitted to governments for final approval before being signed.

Canada and France reached agreement late in 1978 on new interim fisheries arrangements for 1979 in the zone off St. Pierre and Miquelon, pending delimitation of maritime boundaries in that area.

In October 1978, Canada joined eight other signatories in a new Convention on Future Multilateral Co-operation in the Northwest Atlantic Fisheries. This Convention provides for the creation of a new international organization, the Northwest Atlantic Fisheries Organization (NAFO) to replace the International Commission for the Northwest Atlantic Fisheries (ICNAF). It establishes a new basis for the international management of fisheries in the area beyond and immediately adjacent to the 200-mile fishing zones established by coastal states in the Northwest Atlantic. The new Convention, which entered into force January 1, 1979, requires that Canadian fishermen be given special consideration in the allocation of fish-stocks on the Grand Banks and Flemish Cap beyond the 200-mile limit, in recognition of the responsibility Canada has assumed over the years for surveillance and inspection in these areas and the dependency of Canadian coastal communities on these stocks.

Also in 1978, Canada, along with Japan and the United States, signed a Protocol modifying the International Convention for the High Seas Fisheries of the North Pacific Ocean. This Protocol provides further protection for salmon of Canadian origin from Japanese high-seas



fishing vessels. Canada and the United States also continued to pursue bilateral negotiations towards a salmon-interception agreement to establish effective mechanisms to ensure that both nations benefited from their own conservation and enhancement programs.

External Affairs continued through 1978 to give high priority to the Canada-U.S. negotiations on maritime boundaries and fisheries. These negotiations began in 1977 after both countries had extended their fisheries jurisdictions to 200 miles, creating the need to define the four new maritime boundaries between them and to work out regimes for co-operative management of Atlantic and Pacific fisheries within the new 200-mile zone. On April 12, an interim agreement was worked out, subject to a ratification process, to permit reciprocal fishing in each other's waters off both coasts while negotiations towards a permanent agreement continued, and both governments undertook to give it immediate provisional effect pending its formal coming into force. On June 2, Canada was compelled to suspend this provisional implementation, mainly on the ground that the United States, under its existing laws, appeared unable to give full effect to all its terms and provisions, to the detriment of Canadian fisheries interests. As a result, during 1978 fishermen from each country were excluded from the waters of the other.

By the end of 1978, however, steady progress was being made towards a formula for final resolution of the Gulf of Maine boundary dispute and a new regime for co-operative management of the Atlantic fisheries. This progress was noted by the Secretary of State for External Affairs and the American Secretary of State during the latter's visit to Ottawa in November.

Under their direction, an agreement was reached in January, 1979. The Ministers also directed the negotiators to continue their efforts to resolve the remaining three boundary disputes in the Pacific and Arctic Oceans and to conclude a West Coast fisheries agreement covering as many outstanding issues as possible. They also agreed to direct their respective negotiators in related salmon-interception talks, to try to reach prompt agreement.

#### Environmental law

During 1978, the need for a more effective environmental regime at the multilateral level was underlined by the foundering of the 220,000 ton oil tanker Amoco Cadiz which resulted in severe damage to the Brittany coast of France.

Initiatives were taken by both the Inter-Governmental Maritime Consultative Organization (IMCO) and the Law of the Sea Conference to enhance marine environmental protection. At IMCO, Canada supported French efforts to prepare a new international convention of regulations governing assistance and rescue at sea. Canada was involved in preparations by IMCO's Legal Committee for the drafting of a Convention on

Liability and Compensation for Pollution Damage from the Carriage of Noxious and Hazardous Substances by Sea. Officials of the Department of External Affairs participated in a meeting of legal experts which led to the adoption of a resolution concerning procedures for the settlement of disputes arising from the interpretation and application of the 1972 Ocean Dumping Convention. Canada was also represented at the Tanker Safety Conference in London, which prepared protocols to the 1973 MARPOL Convention and the 1974 Safety of Life at Sea Convention.

At the Law of the Sea Conference, Canada continued to press for improvements in the Informal Composite Negotiating Text, providing for broad coastal state powers to enforce international environmental rules within the 200-mile economic zone and to apply national standards to foreign vessels in the territorial sea and in ice-infested waters of the Canadian Arctic.

In another area of marine environment protection, an inter-governmental meeting took place in Copenhagen in July to lay the groundwork for renegotiation of the International Whaling Convention to include not only whales but also dolphins and porpoises. In keeping with the Canadian conservationist policy on whaling, Canada supported the continued application of selective moratoriums on whale hunting and the provision of a better data base on which to determine whale stocks.

During 1978, Canada actively participated in meetings of the working group of experts on environmental law (established in 1977 by the United Nations Environmental Program) which is continuing its study of liability and compensation for damage from marine pollution caused by offshore mining and drilling on the continental shelf and of the OECD Transfrontier Pollution Group, in which Canada advocated early and extensive consideration of liability and compensation.

Marine pollution was a subject of bilateral as well as multi-lateral co-operation. Negotiations between Canadian and U.S. officials on an agreement to make an existing voluntary vessel traffic management and traffic separation scheme mandatory for all ships navigating the Strait of Juan de Fuca made considerable progress. Canadian and Danish officials continued to exchange information relating to oil exploration activities on both the Canadian and Danish sides of Davis Strait. There were further discussions on improvement to the Interim Marine Pollution Contingency Plan signed by Canada and Denmark in 1977. An important legal issue involves the question of access by potential Canadian claimants to the courts and legal remedies of Denmark in the event of damages resulting from a pollution incident in Danish waters, and vice-versa. As 1978 came to an end, renewed consultations with the Danish Government were proposed for the following year.

Canada-U.S. environmental relations developed in areas other than ocean pollution. Canada's obligations under international law as a result of the widening of the Richelieu Chambly Canal were examined.

Agreement ad referendum was also reached on a Protocol of amendment of Article 2 of the 1916 Convention for the Protection of Migratory Birds in Canada and the United States. The Protocol, which is scheduled for signature by the two Governments early in 1979, relates to the taking of migratory birds and the collection of their eggs by Indians and Inuit for their own nutritional and other essential needs in accordance with seasons established to provide for the preservation and maintenance of stocks of migratory birds.

Informal and exploratory discussions of transboundary air pollution took place in Washington in December. Canada's approach to transboundary air pollution questions was based largely on existing and evolving international law including the principle established by the Trail Smelter Arbitration and Principle 21 of the Stockholm Declaration on the Human Environment.

#### Outer-space law

As a result of the impact in Canada of the Soviet satellite Cosmos 954 on January 24, the Canadian delegation to the United Nations Committee on the Peaceful Uses of Outer Space made several proposals for follow-on action at the UN, including establishment of a working group of experts to study the safety and technical aspects of the uses of nuclear power sources in outer space; advance notification of states in the event of malfunctioning of nuclear powered spacecraft; and examination of the legal aspects of the problem. The Committee accepted these proposals, which were adopted by the United Nations General Assembly in November.

The Legal Sub-committee continued its work in 1978 on a number of issues. Draft principles governing the use by states of satellites for direct television broadcasting, proposed by Canada and Sweden, were the subject of active discussion but agreement was not reached. A draft moon treaty was further elaborated, with some progress on the question of the legal status of the moon and its natural resources. With respect to the legal implications of remote sensing of the earth from space, useful discussions were held concerning draft principles relating to notification, consultation and peaceful settlement of disputes between states carrying out remote sensing activities and states from whose territory data were being obtained.

#### Treaty Law

During the year, the Department retained the services of a treaty specialist in order to review the contents of Canada's treaty records and to prepare, in a form suitable for publication, a list to be titled "Canadian Treaties in Force as of January 1, 1979". Such a publication would be a counterpart to the United States publication entitled "Treaties in Force" and France's "Liste des Traités et Accords de la France".



A representative of the Treaty Section was in attendance when the United Nations Conference on Succession of States in Respect of Treaties resumed in Vienna. The Conference successfully completed its work and adopted a convention on this subject. The Final Act of the Conference was signed on behalf of Canada on August 23, 1978.

During 1978, Canada signed 33 bilateral agreements, 26 of which entered into force for Canada upon signature and 5 by ratification. Four bilateral agreements were terminated. In the same period, 3 multilateral agreements were signed by Canada and 12 entered into force for Canada following ratification, accession, approval or acceptance. One multilateral convention was terminated by Canada in 1978.

### Human rights

During 1978, Canada pursued a number of international initiatives in the field of human rights. In the UN Commission on Human Rights -- to which Canada has been re-elected for a further three-year term, 1979-81 -- and in the General Assembly, Canada sought support for measures to improve the UN's ability to monitor adherence to international human rights standards and to encourage all states to live up to their international obligations in this area.

At the thirty-fourth session in February of the UN Commission on Human Rights, at which the Canadian representative served as vice-chairman, the Canadian delegation continued to press for the adoption of more effective methods for the promotion of human rights. Under the confidential procedures for investigating complaints, established by Resolution 1503 of the Economic and Social Council, the commission reviewed a greater number of situations than at any previous session. For the first time, the chairman of the commission announced the names of the countries that had been considered.

In September, Canada presented to the UN Human Rights Commission a report concerning the human rights situation in Democratic Kampuchea. The report was based on interviews carried out by Canadian officials among Kampuchean refugees. As a result of the evidence accumulated in these interviews, the Canadian Government concluded that the self-imposed isolation of the Kampuchean regime and the strong evidence of massive violations of human rights within that country made it essential for the international community to concern itself and to take steps to urge the Pnom Penh Government to improve its human rights record. Following the expression of concern by Canada and other members of the UN, the Government of Democratic Kampuchea issued an invitation to the UN Secretary-General to visit that country.

During 1978, the Secretary of State for External Affairs stressed Canada's commitment to promote respect for human rights internationally. The Minister rejected the argument that human rights were a purely domestic matter for states. He argued that by their adherence

to the UN Charter, all states were not only pledged to observe the fundamental decencies of civilized life themselves but were also obliged to promote respect for human rights and fundamental freedoms for all persons without distinction. The Minister called for a UN investigation into the human rights situation in Democratic Kampuchea, and urged all states to take action to alleviate the plight of Indochinese refugees.

In the Third Committee of the Assembly (Social and Humanitarian Questions), the Canadian delegation drafted and co-sponsored an important resolution that urged governments to investigate and account for cases of missing persons and called on the Secretary-General and the Commission on Human Rights to investigate reports of involuntary disappearances. This resolution was adopted by the General Assembly and was referred to the Commission on Human Rights for follow-up action. Canada also co-sponsored resolutions dealing with national human-rights institutions and with regional arrangements for the effective promotion and protection of human rights. Other resolutions adopted dealt with women's issues, youth, the elderly, trade union detainees, and the United Nations Yearbook on Human Rights. In general, the session was notable for the good exchange of views between the West and The Third World on human rights and social development issues.

The Human Rights Committee, the monitoring body established under the Covenant on Civil and Political Rights, met twice during 1978 to consider reports submitted by member states on measures taken by them to implement the terms of the covenant. Under the Optional Protocol to the covenant (to which Canada acceded in 1976 as well as to the two covenants on human rights), the committee was also empowered to consider communications from individuals alleging human-rights violations in states party to the protocol. Professor Walter Tarnopolsky of Osgoode Hall Law School, York University, was chosen as one of the 18 experts who sit in a personal capacity on the committee to review the government reports and individual communications.

### Refugees

Canadian refugee policy during 1978 continued to reflect the nation's traditional concern for displaced persons. Apart from continuing programs for convention refugees and for Chilean and other South American refugees, special programs were announced for Argentine political prisoners, for the Indochina "boat people" and for the over-land refugees in Thailand. Active concern for refugees was reflected in the new Immigration Act, which came into effect during 1978 and recognized for the first time in domestic legislation Canadian commitments under the Refugee Convention and Protocol.

The most serious development in the refugee situation in 1978 was the dramatic increase in the refugee outflow from Indochina, an exodus that by November had reached a monthly level of 21,000. In response to this serious situation and to an appeal from the United

Nations High Commissioner for Refugees, Cabinet announced late in December an Indochina Refugee Plan for 1979. The main elements of the expanded program were: a Canadian "intake" of 5,000 Indochina refugees in 1979, to be realized by tripling the 1978 monthly rate; a doubling to \$2 million of the Canadian contribution to the budget of the UNHCR; and a contribution to the UNHCR special appeal for the refugee camps in Thailand, Malaysia and elsewhere in the region.

### International Legal Measures Against Terrorism

1978 saw progress in the development of measures to combat international terrorism, particularly the hijacking of aircraft.

Canada participated in a "contact group" of states which encouraged countries to accede to the widely accepted conventions dealing with hijackings (the 1963 Tokyo, the 1970 Hague and the 1971 Montreal Conventions).

At the Bonn Economic Summit in July 1978, the seven participating countries made a declaration on aerial hijacking. Following the Summit, the Declaration was brought to the attention of other states and the reactions received were encouraging.

Within the United Nations, work continued on the drafting of a convention against the taking of hostages. Canada is a member of the Ad Hoc Committee which held its second session in February, 1978. The Committee, working on the basis of a draft submitted by the Federal Republic of Germany was able to adopt the text of a number of provisions including articles establishing jurisdiction over the offence, enacting penalties in domestic law and obliging states to extradite or prosecute alleged offenders. Canada is also a member of the UN Ad Hoc Committee on International Terrorism, which was given a broad mandate to consider both causes of terrorism and measures to deal with it.



## CHAPTER 5: GLOBAL AND TRANSREGIONAL ASSOCIATIONS

### United Nations

The year 1978 was an active one for the United Nations. In addition to the regular session of the General Assembly, three special sessions were held. Following the establishment by the Security Council of the UN Interim Force in Lebanon (UNIFIL), member states met in a special session to consider financing arrangements for the force. A special session on Namibia adopted a resolution reasserting the UN's responsibility for Namibia and calling for South Africa's withdrawal from the territory. At the special session on disarmament, Prime Minister Trudeau delivered the Canadian address and outlined the now well-known "strategy of suffocation".

Canada completed its second year on the Security Council and with West Germany, the United States, France and Britain participated actively throughout 1978 in an effort to bring about a negotiated settlement in Namibia. As a result of UN actions, it appears that elections will soon be held there under the supervision of the United Nations Transition Assistance Group (UNTAG).

The General Assembly adopted its traditional resolutions on apartheid in South Africa and on Rhodesia. The Security Council, however, met twice to consider Rhodesian questions. On the Cyprus issue, Canada supported a General Assembly resolution emphasizing the need for the resumption of negotiations between the Greek and Turkish Cypriots. The debate on the Middle East was disappointing to Western observers as it tended to be repetitious of well-worn arguments.

Human rights and refugees were other items that led to protracted debate and attracted a lot of media attention. The Secretary of State for External Affairs, in his address to the General Assembly, stressed the tragic example of the denial of human rights in Democratic Kampuchea. Progress was made on outstanding issues relating to a "new international economic order" and on the process of rearranging the economic and social structures of the UN. Canada continued its preparations for the 1979 International Year of the Child, and a national commission was established.

For the first time in its history, the UN budget exceeded \$1 billion for the two-year period - 1978-79. Canada, the ninth largest contributor, was assessed 3.04 per cent of the budget.

During 1978, the admission of the Solomon Islands and Dominica to the UN brought the number of member states to 151.

### Canadian financial contributions to UN system

Canada contributed \$12,249,245 (U.S.) to the 1978 budget of the United Nations. Expenses are shared by all member states on a scale

based largely on relative national income. Canada's assessment of 3.04 per cent is the ninth-largest. As a member of the UN's family of Specialized Agencies, Canada also pays assessments that amounted to over \$20 million in the 1978-79 fiscal year.

Additional assessments are made for UN peacekeeping activities in the Middle East -- UNEF II, UNDOF and UNIFIL. A special scale of assessments has been developed to finance these operations that increases the portion regularly payable by the permanent members of the Security Council and reduces the burden on the poorer countries. Canada's rate of assessment under this scheme remains at 3.04 per cent, amounting to just over \$3 million in the fiscal year 1977-78 and approximately \$3.2 million for 1978-79 for UNEF II and UNDOF. No assessment was made for UNIFIL in the fiscal year 1977-78 because the force was only established on March 19, 1978, but payments of approximately \$3.8 million are expected in 1978-79.

In addition to assessed contributions, Canada makes voluntary contributions to the UN system - mostly for developmental assistance. These contributions constitute the largest part of Canada's total contributions. Canada gives priority to the UN's central development assistance funds such as those of UNDP and UNICEF, which together received in 1978 about \$49 million, and to the World Food Program, to which Canada gave \$95 million (\$10 million in cash and \$85 million in food). The International Emergency Food Reserve received \$7.5 million in food grains.

The concentration of its aid in these UN institutions reflects Canada's position as one of the world's major food-producers and its preference, in principle, to channel assistance through general-development funds rather than the various special-purpose funds established from time to time by the UN Specialized Agencies. Smaller contributions in cash and kind went towards refugee activities, programs for the benefit of the victims of apartheid, and humanitarian and disaster-relief assistance. The major part of such expenditures was channelled through the Canadian International Development Agency.

#### The Commonwealth

During 1978, the Commonwealth continued to establish its reputation as a distinctive and effective organization of international consultation and co-operation. The entry into the Commonwealth of Dominica, the Solomon Islands and Tuvalu brought total membership last year to 39 countries (approximately one-quarter of the world's countries and population) of various races, languages, cultures and stages of economic development. With this diverse membership, the Commonwealth reflects the world's major problems, and provides a unique forum in which equal and sovereign states sharing certain ideals can work together on the basis of consensus. Canada remains strongly committed to the Commonwealth and continues to be one of its most active members.

The major Commonwealth ministerial meetings in 1978 were the Commonwealth finance ministers' meeting in Montreal, September 20 to 21, and the special ministerial meeting on the Common Fund in London, April 13 to 14. In addition to these events, the Commonwealth calendar for 1978 was a full one, covering a wide variety of inter-governmental and non-governmental meetings and programs. The November biennial Commonwealth Senior Officials Meeting was held in Kuala Lumpur, Malaysia, and Commonwealth Parliamentarians held their twenty-fourth Commonwealth Parliamentary Conference at Kingston, Jamaica, from September 25 to 30. Commonwealth officials and organizations met to discuss postal administration, aeronautics, science, broadcasting and telecommunications. Other Commonwealth activities included a ministerial meeting on the future of Belize, a meeting of Commonwealth auditors-general, the twelfth Quinquennial Conference of Commonwealth Universities, which took place in Vancouver, and the Commonwealth Games, held in Edmonton in August.

#### Finance ministers' meeting

As in previous years, the Commonwealth finance ministers' meeting gave the ministers the opportunity to exchange views on world economic issues before the annual meeting of the International Monetary Fund and the International Bank for Reconstruction and Development, including discussion of the World Development Report on the prospects for future growth. The ministers noted that economic recovery in the industrialized countries was slow and uneven and that, on the basis of current policies, the outlook for future world economic growth was unsatisfactory. The conference also noted the serious problems lower growth rates were causing the developing countries.

In keeping with the central theme of interdependence, the ministers formulated a series of major objects confirming their commitment to sound economic growth throughout the international community. In their final communiqué, they called for measures to restore sustainable world economic growth while reducing the large and persistent balance-of-payment surpluses of certain countries to the benefit of others, both developing and developed. They saw a need to reverse the growing trend towards protectionism and to promote a sustained expansion of international trade, with particular emphasis on the needs of developing countries. In this context, the ministers called for structural change to bring about an efficient distribution of production within the world economy.

The Commonwealth finance ministers also stressed the need for an increased flow and improved terms of aid and commercial lending to the developing world. They acknowledged the need for a major increase in the capital of the World Bank and a replenishment of the International Development Association (IDA) sufficient to enable these institutions to continue to increase their lending programs in real terms. The Conference also considered that a substantial increase in IMF quotas was



necessary as well as a new issue of special drawing rights (SDRs) and a review of the conditions attached to the facilities of the International Monetary Fund.

The ministers called for the support of all countries for the efforts being made to conclude multinational trade negotiations successfully. They also expressed the need for progress in seeking agreement on an effective Common Fund.

#### Senior Officials Meeting

The biennial meeting of the Commonwealth Senior Officials took place November 28 to 30 in Kuala Lumpur, and was attended by representatives of approximately 30 Commonwealth countries. The Canadian delegation was headed by the Clerk of the Privy Council. The senior officials concentrated primarily on preparations for the Commonwealth heads-of-government meeting in Lusaka, Zambia, within the context of the situation in southern Africa and world economic issues. Commonwealth programs for assistance to small states, industrial co-operation and support for non-governmental organizations were also important agenda items.

These meetings take place in the "off years" between Commonwealth heads-of-government meetings and, in addition to general planning for these meetings, they provide an opportunity for a mid-term review of important subjects of common concern to the Commonwealth and of Commonwealth programs administered by the Secretariat.

#### Main Commonwealth Secretariat activities

The Commonwealth Secretariat in London continued through 1978 to administer its widespread programs in the fields of developmental assistance and related economic studies, health, science, youth and education.

There were two studies of particular importance completed in 1978 as a result of earlier heads-of-government decisions. A Commonwealth advisory group on food production and rural development, chaired by Professor L.J. Shebeski of the University of Manitoba, presented its report in May. The report presented recommendations based on a review of developments in the world food and agricultural situation. Major areas for Commonwealth action were identified as food and nutrition policies and planning, regional co-operation and food security. An 11-man Commonwealth team of industrial specialists under the chairmanship of the governor of Jammu and Kashmir, India, submitted its final report in May. The report contains the teams's final recommendations and suggestions for accelerating the pace of industrial development, attention being focused on the strengthening of indigenous capabilities of developing member countries, on the fostering of co-operation among developing countries and on the promoting of assistance from industrialized countries and international agencies.

### Commonwealth Parliamentary Association

The twenty-fourth Commonwealth Parliamentary Conference was held from September 25 to 30 in Kingston, Jamaica, with 192 delegates and observers in attendance. The Canadian delegation was headed by the chairman of the Canadian branch of the Association.

Delegates discussed a broad variety of topics ranging from the current world situation and threats to world peace to the effect of the European Economic Community on the Commonwealth.

### Commonwealth Games

The Commonwealth Games, held August 3 to 12 in Edmonton, were a highlight of the Commonwealth year, confirming again their reputation as "the friendly games". The week-long event, which received world-wide media coverage, was attended by 1,800 athletes from 50 member countries and associated territories of the Commonwealth. A very successful Commonwealth Folk Festival was held for the first time during the course of the Games. The success of the Games was a demonstration of the Commonwealth's ability to deal with sensitive issues, such as apartheid in sport, by exercising goodwill and understanding.

The Games were attended by Queen Elizabeth and members of the Royal Family, by the Prime Minister, and by government officials from many Commonwealth countries.

### Royal Commonwealth Society

The Royal Commonwealth Society in Canada continued to promote public knowledge of the Commonwealth through a wide variety of activities, including the celebration of Commonwealth Day in March by inter-faith services.

The Society sponsored the sixth Student Commonwealth Conference in Ottawa in April with the assistance of the Department of External Affairs; over 100 students from across Canada took part. Among its other activities, the Society entertained its President, who visited Canada from London during the Commonwealth Games and toured several branches.

### La Francophonie

The year 1978 was a very active one for La Francophonie: there were international meetings of all kinds, and exchange activities and programs increased in number and diversity.

Continuing its efforts to improve and reinforce this instrument of communication and co-operation between partially or entirely French-speaking countries, Canada played a full part in all aspects of

the activity of La Francophonie. Proposals for a meeting of heads of state and government of French-speaking countries, with its potential for establishing fruitful dialogue between industrialized and developing countries, continued to arouse general interest among French-speaking countries. President Senghor of Senegal was one leader who explored this question with Prime Minister Trudeau on his visit to Canada in November 1978.

#### Agency for Cultural and Technical Co-Operation

In 1978 the Agency for Cultural and Technical Co-operation (ACCT) was granted observer status at the General Assembly of the United Nations, thus more firmly establishing its influence on the international scene.

The Board of Directors met in Paris in December 1978; among other things it passed provisional regulations governing the operation of collegiality in the General Secretariat. It also evaluated the operations approved by the General Conference in Abidjan in 1977, and gave its approval to certain new operations to be carried out during 1979.

The activities of the Agency reflect three main concerns: the promotion of national culture and language, scientific and technical education and co-operation, and economic and social development. In all its activities, the Agency gives priority to the development of rural populations.

Among the Agency's many activities, the most significant are: support of research into oral tradition in Africa, the Mascarene Islands and the Caribbean Islands; the publication of cultural and educational texts for use chiefly in Africa; the training of leaders and managers in the fields of handicrafts and tourism; the training and development of teaching staff in rural areas; new experiments in educational television; the establishment of an international network for processing data on soils with the co-operation of the Land Resource Research Institute of the Canadian Department of Agriculture; support for the development of solar energy; continuation of the "Sahel vert" program, chiefly involving the setting-up of reforestation camps; support for training centres for rural young people; and promotion of integrated agro-industry in rural areas.

Specific action has also been taken to resolve priority issues. The Comoro Islands were offered a contingent of 35 primary-school teachers; radio and television equipment was provided to Djibouti; a contribution was made to the Senegalese Université des Mutants project intended to promote dialogue between cultures and civilizations; and special educational co-operation assistance was given to Laos and Vietnam.



Certain Agency programs, such as the International School of Bordeaux and the Special Development Program, are worthy of special attention.

#### International School of Bordeaux

The International School of Bordeaux (EIB), an Agency program serving member states, carries out training and development activities intended for middle- and upper-level management in specific fields that respond to Third World needs. Founded in 1972, the EIB is now operating smoothly. In 1978 it was able to consolidate its experience in the organization of training sessions in management, development and education among other fields, and to develop its activities as an international centre not only for continued training but also for information, documentation and research.

In 1978, the School admitted more than 500 trainees for programs of further education in such fields as business management and analysis of rural development projects. Also during 1978, several courses were given outside the School - in Mali, Ivory Coast, Niger, Canada and Mauritius. Canada regularly sends trainees to the school from both the federal and the provincial governments as well as from the private sector.

#### Special Development Program

The Special Development Program (PSD) has become a flexible and effective instrument of the ACCT, and in 1978 it completed its first year of operation on the basis of the projects approved at the meetings of Lomé and Abidjan in 1977. The report of activities submitted to the members of the PSD Committee (including Canada) which met in Haiti in November 1978, indicates under the heading "technical assistance" the sending of some 30 experts to 12 countries, the granting of nearly 80 fellowships in 1978 to persons from 15 member states and the carrying out of two sweeping technical studies with regional impact.

At the meeting in Haiti, the committee reaffirmed the selection criteria already determined, while confirming the complementary role of the PSD in relation to the other bilateral and multilateral aid agencies. On the basis of the approximately 700 new requests put before it, the committee approved the 1979 programming of the PSD, which will increase its operations considerably.

On that occasion, Canada also announced the payment, to be made in 1979, of a second contribution, in the amount of \$550,000, following on the \$750,000 already granted. France joined the group of contributing States, announcing an initial payment of almost \$270,000 for 1979. In 1978, 17 participating countries and governments paid or announced a contribution to the PSD, despite limited financial resources in the case of several African countries.

The present situation reflects increased interest in the PSD, of which one objective is to promote horizontal co-operation between recipient countries.

#### Conference of Education Ministers

The thirty-first session of the Conference of Education Ministers of French-speaking Countries (CONFEMEN) was held in Ouagadougou, Upper Volta, on March 6, 7 and 8, 1978. Sixteen countries, including Canada, as well as seven international organizations including UNESCO, took part in the meeting, devoted primarily to the study of the relations between school and life and the problems involved in local production of teaching materials. Participating countries also made the Permanent Technical Secretariat of the Conference responsible for setting up a program of activities involving training sessions and seminars relating to the objectives of CONFEMEN as well as to the national education priorities determined and acknowledged by the ministers present. This new function will be added to the already important role of study, exchange and consultation played by CONFEMEN, and will contribute to increased co-operation in a field of capital importance for the socio-economic development of the African countries.

The Canadian delegation to this international meeting was headed by Canada's ambassador to Upper Volta and included the Minister of Education of Quebec as well as senior officials from New Brunswick and Ontario.

#### African and Malagasi Council on Higher Education

Before the thirty-first session of the Conference of Education Ministers, CAMES held its annual meeting in Ouagadougou on March 3 and 4, 1978. The meeting was largely devoted to the study of internal problems that had arisen as a result of the resignation of the Secretary General, Professor Joseph Ki-Zerbo. Nevertheless, those attending the meeting, including Canada, noted the report of CAMES activities and approved continuation of the actions already undertaken, particularly the preparation for an African agreement on equivalence of diplomas, and activities in the area of African traditional medicine and pharmacy.

#### Conference of Ministers of Youth and Sports

The ninth annual session of the Conference of Ministers of Youth and Sports (CONFESJUS) of French-speaking countries was held in Paris on October 26th and 27, 1978. The Canadian delegation was led by Canada's ambassador to France, and included the minister responsible for the Quebec High Commission for Youth, Recreation and Sports, as well as representatives from New Brunswick and Ontario.

The Conference studied and approved several of the recommendations, submitted by experts who had met in study committees during the

previous months, on problems of co-ordination of policies concerning training of youth and sport leaders as well as the role of the media in controlling violence in sport.

The Conference, at which 18 member countries were represented, also approved a substantial program of activities for 1979, for which Canada will provide considerable financial support through CIDA. Canada will contribute to six of the 16 projects approved for 1979, including an information session on sports medicine, a conference on the role of the press in the development of sports, and a youth-work camp in Benin. In addition, a scholarship program has been set up in the field of physical education for students from developing countries that are members of CONFEJES.

Quebec, New Brunswick and Ontario contribute individually and jointly to implementation of these programs, both financially and by providing technical expertise for specific projects.

#### Non-Governmental Organizations

Canada gives strong encouragement to the participation of Canadian individuals and organizations in the activities of international French-speaking associations. These representatives of professional, cultural and other associations wishing to establish bonds of co-operation and mutual understanding have contributed much to the development of the international French-speaking community.

An important event in 1978 was the founding of the Conseil international des radios-télévisions d'expression française (CIRTEF) - an international council of French-language broadcasting systems, on June 21, 1978, at its constituent assembly in Montreal. Canadian radio and television broadcasting companies played an active role in founding this association, of which 31 radio and television bodies have become members. CBC representative Jean-Louis Arcand was chosen as its first Secretary General. At its first meeting in October, the executive of CIRTEF adopted several concrete projects including one in the field of training to be carried out jointly with the ACCT.

The International Association of French-speaking Parliamentarians (AIPLF) held its ninth General Assembly in Libreville from September 11 to 17. Among the subjects discussed in the general assembly were the transfer of technology to Third World countries and the development of parliamentary relations between French-speaking countries. In order to facilitate more effective participation by the sections in the operation of AIPLF, the general assembly created the position of parliamentary chargé de mission for each main geographic region. Senator Martial Asselin was appointed for the North American region.



The president of the World Association of French-speaking Physicians (AMMF) visited Canada in October 1978. The General Secretariat, directed by Dr. Jacques Joubert of Canada, is located in Buckingham, Quebec.

The Association of Partly or Wholly French-language Universities (AUPELF) held its sixth General Assembly in Bordeaux from November 26 to December 2, 1978. Paul Lacoste, Rector of the University of Montreal, was elected president of this organization. The operational branch of AUPELF and the organization for promotion of co-operation between French-language universities, the International University Co-operation Fund (FICU), held its meetings in Paris in November.

The General Assembly of Richelieu International was held in Ottawa in October. Delegates from France and Belgium, as well as representatives from all regions of Canada, attended this demonstration of solidarity among French-speaking people.

A Canadian was elected vice-president of the International Federation of Teachers of French (FIPF) at its last General Assembly held in Brussels in August 1978.

The International Union of French-language Journalists and Press (UIJPLF) held its ninth Congress in Ottawa, Quebec City and Moncton from September 22 to October 1, 1978. At the Congress, the UIJPLF admitted an Acadian section to its membership.



PART B

CANADA AND ITS REGIONAL INTERESTS

In addition to permanent delegations accredited to international organizations, Canada has 110 embassies and consular offices throughout all regions of the world. Members of the Department of External Affairs and of other branches of the Government working in these offices perform a great variety of tasks in support of Canadian interests and offer a number of services to Canadians: formal contact and negotiation with governments, assessment of current developments, promotion of trade, granting of visas, advice and protection for Canadians abroad, promotion of a favourable image by information and cultural programs. These are the constant elements in the conduct of foreign relations; the particular events or conditions abroad relevant to Canadian interests in 1978 are described in the following chapters.





## CHAPTER 1: UNITED STATES

The management of relations with the United States remained during 1978 one of the Canadian Government's highest priorities and most complex tasks. Relations continued to be conducted in an atmosphere of warmth, frankness and goodwill, with a commitment by each country to timely consultation on policies and actions likely to affect the interests of the other.

In January, the American Vice-President visited Ottawa and Edmonton and had discussions with the Prime Minister and other ministers on a wide range of bilateral and international issues. Meetings between a number of Canadian ministers and their U.S. counterparts during the year included an official visit to Ottawa in November by the United States' Secretary of State. Officials of the two governments remained in close touch on many policy and technical questions. Personal contact and consultation among Canadian Parliamentarians and U.S. Members of Congress were fostered by the Canada-U.S. Inter-parliamentary Group, which held its nineteenth meeting in New Orleans in February.

The Canadian Embassy in Washington and consular posts in 14 major cities played a key role in the management of relations between the two countries and in the pursuit of Canadian interests in the United States. The responsibilities of the Canadian Consulate in San Juan, Puerto Rico -- closed in accordance with the Government's program of financial restraint -- were transferred to the Canadian Consulate-General in Atlanta. Some staff cuts were made at other posts and a study was undertaken of the extent, level and location of Canadian representation in the United States.

An important achievement in Canada-U.S. consular relations was the ratification of a bilateral treaty providing for the transfer to their home country of parolees and prison inmates (see "Consular Activities").

During the year, Canada and the United States continued to co-operate closely in the search for solutions to many international political, economic, security and social problems. Important progress was made in dealing with a number of bilateral issues, and efforts continued to resolve others.

### Economic questions

Canada and the United States remain each other's most important trading partner, their two-way trade exceeding \$70 billion, the largest nation-to-nation trading link in the world. Canada's merchandise trade surplus of \$2.4 billion with the U.S. was dwarfed, however, by a bilateral current-account deficit of \$4.7 billion, dividend and interest payments and tourism accounting for deficits of \$3.6 billion and \$925 million respectively.

Despite the general good health of Canada-U.S. trade, the Federal Government continued to be concerned about the threat to certain Canadian exports by protectionist pressures from the United States. Efforts south of the border to take trade-restrictive action against certain imports, including copper and zinc, were unsuccessful. The Canadian Government did find it necessary, however, to make strong representations to the United States against the application of counter-vailing duties to Canadian groundfish imports and to a product that had received pre-production research and development assistance, as well as against the imposition of higher tariffs on industrial fasteners. Canada also expressed concern about "Buy American" provisions in U.S. federal and state legislation, particularly provisions of the U.S. Surface Transportation Assistance Act that were likely to restrict severely the ability of Canadian producers to participate in procurement for important highway and transportation projects receiving assistance under the Act.

Certain U.S. tax measures continued to contribute to the very large deficit with the U.S. experienced by Canada's tourist industry and to have a serious effect on the Canadian convention industry. The Canadian Government pressed vigorously for modification of the U.S. measures, which limit to two the number of tax-deductible conventions Americans may attend abroad without imposing a limit on those attended in the U.S. and apply stricter spending limits and reporting requirements to foreign conventions than to those held at home.

A group of U.S. television stations located close to the Canada-U.S. border lodged a complaint under the U.S. Trade Act against Section 19.1 of the Canadian Income Tax Act, which prohibits income-tax deductions for expenses incurred in directing advertising to Canadians from non-Canadian broadcast outlets. The Canadian Government explained its policy in detail to the U.S. authorities, and Canadian broadcasters strongly defended the Canadian legislation before the committee constituted to hear the U.S. broadcasters' complaint in Washington at the end of November. The committee's decision is expected in 1979. Pressure by the U.S. broadcasters and certain Members of Congress to link the convention expenses and border-broadcasting issues was strenuously resisted by the Canadian Government.

Automotive products continued to be much the largest element in Canada-U.S. two-way trade, accounting for \$23 billion in 1978, or approximately one-third of the total bilateral merchandise trade. In recognition of the major investments by North American automotive manufacturers that will be required to meet energy conservation, safety and environment standards, the Canadian Government commissioned an official inquiry to report on the development of an internationally-competitive automotive industry in Canada. Canadian and U.S. officials discussed the recommendations of this report during consultations on trade in this area. The consultations, which will continue in 1979, dealt specifically with the incentives competition among various levels of government in both countries in the effort to attract investment by the automotive manufacturers.



Agricultural trade continued to be a key aspect of Canada-U.S. relations and an important issue for both countries in the Multilateral Trade Negotiations. Both countries participated in multilateral negotiations over the wheat trade. Specific bilateral agricultural-commodity issues included Canadian regulations governing imports of live cattle, proposed U.S. legislation on a support system for the price of sugar, the establishment of a Canadian chicken-marketing agency, the reallocation of U.S. import quotas on cheese that had originally been reserved for Canada, and expected adjustments to Canadian tariffs on fresh fruit and vegetables. For several days early in the year, considerable public attention was paid to attempts by U.S. farmers, reacting against low beef prices and worried that imports of beef and live cattle were depressing the domestic market, to block Canadian cattle shipments at several points along the border. Despite occasional difficulties, co-operation remained the rule for most Canada-United States agriculture relations. This fact was emphasized by the visit to Washington in March of the Minister of Agriculture, and the signature at that time of agreements on expanded joint agricultural research and the development of the use of remote-sensing for obtaining crop information.

The close interrelation of the Canadian and U.S. economies occasionally creates situations in which the regulation of economic conduct in one country may conflict with the interests of the other. The U.S. Administration has responded to expressions of concern by the Canadian Government about the extraterritorial effect of U.S. law. Consultations resulted in satisfactory resolution of differences over a U.S. anti-trust investigation into international uranium-marketing arrangements involving significant Canadian interests; related civil actions among private litigants are still outstanding in U.S. courts. Officials continued their consultations, begun with a 1977 visit to Ottawa of the U.S. Attorney-General, in the attempt to provide for more extensive consultation and co-operation between the two governments in anti-trust matters.

The two countries consulted frequently on international trade and finance questions, both bilaterally and in international forums. World trade problems and elements of the Multilateral Trade Negotiations were discussed by Canadian and U.S. ministers during reciprocal visits throughout the year. Canada's Minister of Finance met in Ottawa in March with the U.S. Secretary of the Treasury and the Chairman of the Council of Economic Advisers, to exchange information on economic performance and policies in their respective countries, and the two ministers met again in Washington in September.

### Energy

Energy issues retained a prominent place in public concern during 1978 and figured largely in the discussions held during the visit of the American Vice-President. On that occasion, joint studies were started to examine the feasibility of establishing a portion of the U.S.

strategic petroleum reserve in Canada and to examine the potential for increased transborder exchanges of electricity. The results of the study of strategic petroleum reserves were published in July and negotiations on a series of issues were held with a view to implementing its recommendations. Work on the electricity study proceeded throughout the year; a final report will be published in 1979.

Progress was made towards construction of the Alaska Highway Gas Pipeline. In April, Parliament passed the Northern Gas Pipeline Act. In October, the U.S. Congress passed the National Energy Act establishing a basis for the pricing of Alaska gas. The U.S. Secretary of Energy visited Ottawa in December to discuss a broad range of bilateral energy issues, and both governments reaffirmed their commitment to the pipeline project. A joint working group was established to examine the question of surplus Canadian refinery capacity and access to U.S. markets for Canadian gasoline and other refined products.

In September, the National Energy Board published its report on oil-supply and -demand requirements, which included a slightly more optimistic forecast of Canadian supply and provided for the maintenance of exports of light crude oil at the level of 55,000 barrels a day on a short-term basis. The issue of additional exports of natural gas to the U.S. was an active one in view of the NEB inquiry into the Canadian gas-supply and -demand situation. The results of the NEB inquiry were to be published in the spring of 1979.

#### Environment

Both Canada and the United States continued to devote close attention to transboundary environmental issues. Bilateral co-operation in the search for mutually satisfactory solutions to problems of environmental protection along a common border dates from the 1909 Boundary Waters Treaty and the establishment of the International Joint Commission. A valuable role continued to be played by the IJC, which, besides its regulatory and advisory functions, undertook special studies, at the request of the two governments, of appropriate government action in certain areas.

On November 22, a revised Canada/United States Great Lakes Water Quality Agreement was signed in Ottawa by the Secretary of State for External Affairs and the U.S. Secretary of State. The revised agreement improves and extends the cleanup operations in the Great Lakes that began with the signing of the first agreement in 1972. Bilateral consultations were held on such matters as west-coast tanker traffic from Alaska, oil and gas drilling in the Beaufort Sea and the construction of a thermal-power station on the East Poplar River in Saskatchewan. Towards the end of 1978, officials of the two governments began to discuss the problem of transboundary air-pollution. This subject -- in particular the long-range transport of air-pollutants -- is expected to be of growing interest in both countries in coming years.

Maritime boundaries and fisheries

High priority continued to be given throughout 1978 to the Canada-U.S. negotiations on maritime boundaries and fisheries. These negotiations began in 1977, after extension of the fisheries jurisdictions of both countries to 200 miles from the coast accentuated the need to define their management of fisheries within the new 200-mile zones.

Defence

Canada and the United States continued to co-operate during the year on a range of bilateral defence questions. The Canada-U.S. Permanent Joint Board on Defence held discussions on the future of North American air-defence systems and other bilateral issues.



## CHAPTER 2: LATIN AMERICA AND THE CARIBBEAN

During 1978, the Canadian government continued to pursue its policy of developing relations with the countries and institutions of Latin America. Some significant progress was made in commercial and economic relations, and in increasing consultation on a variety of political and other matters.

Since the early seventies, Canadian trade with Latin America has increased steadily, with exports reaching \$2 billion in 1978, as compared to \$1.6 billion in 1977. Also during 1978, imports increased 4.8 per cent. The trade potential of the region is strong in view of major infrastructure projects being undertaken from which Canadian businessmen can derive profit. In this connection, the Canadian Association for Latin America (CALA) played an active role in the promotion of trade, investment and exporting of Canadian goods and services to the Latin American countries.

Canada followed closely human rights developments in various countries of Latin America. In view of the importance that Canada attaches to increased respect of human rights throughout the world, its representatives spoke out on the question in various international forums and made representations to Latin American governments when such action seemed warranted.

Canada's continuing interest and involvement in Latin America's regional organizations was highlighted in 1978 by the April meeting in Vancouver of the Inter-American Development Bank (IDB). Canada's Finance Minister followed up his chairmanship of this meeting with consultations with his counterparts during a visit to three South American capitals. The Secretary-General of the Inter-American Institute for co-operation in Agriculture visited Ottawa in September to discuss regional developments in agriculture. Canada broadened its membership in the technical organizations of the hemisphere by joining the Pan American Railway Congress Association in November. Interest in the proceedings and evolution of the Organization of American States (OAS) was maintained through the office of the Canadian Ambassador and Permanent Observer. Canadians continued to fill senior executive positions in the more specialized regional bodies such as the Pan American Health Organization, the Pan American Institute of Geography and History and the Inter-American Centre of Tax Administrators. The prominent role of Canada in multilateral affairs in the region, besides being valuable in its own right, helped strengthen Canada's bilateral relations with the other countries involved.

As Canada's major supplier of foreign oil, Venezuela is also its largest Latin American trading partner. Canada's total trade with Venezuela reached \$1.9 billion in 1978, an increase of \$291 million over a two year period. An important development took place in Canada's association with Venezuela's future growth when, in November, Canada

signed an agreement to take part in an important shared railway project. Co-operation in oil-sands and heavy oil technology continued to develop between the two countries.

During 1978, there were 400 Venezuelan students in Canadian universities under the auspices of the Gran Mariscal de Ayacucho Scholarship Program, which is financed by the Government of Venezuela.

Canada's relations with Mexico encompass opportunities in the political, economic, cultural and energy spheres. In February, the Export Development Corporation (EDC) announced that it was making available to Mexico a line of credit in the order of \$1.45 billion. In June, a Mexican mission visited Canada to gather information on our industrial capacity. Implementing the plan of action drawn up by the Canada-Mexico Ministerial Committee, a mission of Canadian officials went to Mexico in April; it identified the priority sectors for economic co-operation between the two countries.

The value of Canadian exports to Mexico increased by 5.5 per cent in 1978.

Mexico is still one of the leading destinations for Canadian tourists, with almost a quarter of a million Canadians visiting it during 1978. Under the cultural agreement signed by Mr. Trudeau in the course of his visit to Mexico in 1976, the Joint Commission responsible for administering cultural programs and exchanges met in Mexico in November 1978 to re-examine existing programs and to plan future cultural exchanges.

Canadian investment in Brazil has attained an estimated value of \$1 billion. Trade between the two countries reached \$627.5 million during 1978, making Brazil the second-largest trading partner of Canada in Latin America. A Joint Committee on Trade and Economic Relations, established in 1976, provides an official forum for the discussion of economic questions and new initiatives; it meets each year in Canada and in Brazil. A subcommittee on agriculture and a working group on industrial co-operation have been established.

Development assistance and trade are the major components of Canada's relations with Colombia, Ecuador, Peru and Bolivia. Under the auspices of the Canadian International Development Agency, Canada undertook bilateral development co-operation programs with Colombia, Peru and Bolivia. Trade reached \$427 million in 1978. Of this total, trade with Colombia represents \$163 million, with Ecuador \$152 million, with Peru \$93 million and with Bolivia \$18 million. During the year, Colombia elected a new President and progress was made towards re-establishing civilian rule in the three other countries. Ecuador held an election and Bolivia, in spite of two coups d'état, has scheduled elections for July 1979.

Peru has elected a Constituent Assembly to work out a new constitution. It experienced serious economic difficulties and received Canada's support at the Paris Club for the rescheduling of its foreign debts.

The Canadian desire for closer and more comprehensive ties with the countries of the Southern "cone" has been restrained by past political events, particularly in Chile and the Argentine. Canada's relations with the region are linked to improvement in the human rights field. Trade considerations have been a major element in Canada's bilateral relations with the southern countries as increasing economic and political stability have heightened the interest of Canadian investors and businessmen. Trade with Argentina, Chile, Paraguay and Uruguay totaled \$268 million in 1978, compared to \$206 million in 1977. Construction of a CANDU reactor continued in Argentina, and discussions are being held on further co-operation in the atomic-energy field. A team of Canadian experts went to Buenos Aires in March to negotiate a double-taxation agreement, and an Argentine team came to Ottawa in October to initial this agreement.

By the end of 1978, Canada had authorized the immigration of 7,110 Latin American refugees, most of them from the southern cone, who had been caught up in the political turmoil of the region.

The year 1978 was one of intensification of Canadian relations with Central America. Several missions went to Guatemala, Honduras and El Salvador in order to assess and plan development assistance projects.

Following the unrest in Nicaragua, Canada contributed \$185,000 through the International Red Cross to assist persons in the strife-torn areas.

The value of trade between Canada and the countries of Central America and the Latin Caribbean totalled \$235 million in 1978 -- a 42 per cent increase over the previous year.

The value of our trade with Haïti, the only French-speaking country in the region, was \$26 million in 1978, a 36 per cent increase over the 1977 figure. The President of CIDA visited Haiti in December 1978 in connection with Canada's development assistance program in that country. It is estimated that over 10,000 Canadians visited Haiti during the year, a figure attributable in part to easier travel as a result of the direct Air Canada service introduced at the end of October 1978.

The Parliamentary Secretary to the Secretary of State for External Affairs went to Colombia and the Dominican Republic in August 1978 to represent the Canadian government at the two countries' respective presidential inaugurations.



Trade between Canada and Cuba increased by more than 20 per cent in 1978, as both countries sought to broaden the range of goods and services exported. The president of the National Bank of Cuba visited Canada to meet with leaders of the Canadian financial community. Canada's Minister of State for Fitness and Amateur Sport and her Cuban counterpart exchanged visits in 1978.

#### Commonwealth Caribbean

The Commonwealth Caribbean is composed of seven independent countries, four states "in association with the U.K.", and six British dependent territories. With the exception of the Bahamas, the representative of which is accredited from Washington, and Dominica, which gained independence on November 3, 1978, all the independent Commonwealth Caribbean states have high commissions in Ottawa and, in most cases, consular establishments in a number of major Canadian cities. Canada's representation in the region consists of high commissions in Trinidad and Tobago, Jamaica (also accredited to the Bahamas and Belize), Barbados (also accredited to Dominica, Grenada, the West Indies Associated States and Montserrat), and Guyana (with dual accreditation to Suriname). The Consul General in New York is accredited as Commissioner to Bermuda.

Commercial links between Canada and the Commonwealth Caribbean expanded considerably during 1978. Canadian exports increased from approximately \$160 million in 1977 to \$283 million in 1978. Imports from the region during the first 11 months of 1978 rose to \$136 million, an increase of \$26 million over the figure for the same period in 1977, and were accounted for by increased Canadian purchases of Caribbean sugar, bauxite, alumina and petroleum products. The largest increase in bilateral trade was between Canada and Trinidad and Tobago. Canadian investment in the region remained high at \$450 million, being concentrated mostly in the alumina-bauxite industry, in banking, tourism and light manufacturing. Investment totals were up slightly from the previous year.

The Commonwealth Caribbean remains a favourite vacation-ground for Canadians, a number of whom have established permanent residence there. Another aspect of the important personal ties that characterize relations between Canada and the region is the flow of immigrants and the growth of Caribbean communities in many of Canada's larger cities. Jamaica continues to rank in the top ten as a source of immigrants. In addition, some 4,5000 persons came to Canada in 1978 to participate in the Caribbean Seasonal Workers Program.

Government leaders from the Commonwealth Caribbean visit Canada frequently to meet with their Canadian counterparts; a number of visits took place during 1978. Prime Minister Adams of Barbados and his External Affairs Minister both visited Canada twice during the year. The annual Commonwealth finance ministers' meeting, held this year in

Montreal, brought many Caribbean officials and parliamentarians to Canada. Travel in the other direction was also significant. The Minister of Industry, Trade and Commerce visited Trinidad and Tobago to sign a memorandum of understanding whereby Canada agreed to undertake the redevelopment of the two major airports in that country. The Prime Minister attended the Manley "summit" meeting in Jamaica to discuss informally with other heads of government issues related to the North-South dialogue. Canadian Parliamentarians also went to Jamaica to attend the Commonwealth Parliamentary Association meetings there.

The tradition of Canadian naval visits to countries of the region was continued in 1978, when Canadian ships visited Antigua, Barbados, St Lucia, St Vincent and Trinidad and Tobago. Under Commonwealth schemes for exchange and training, military personnel from Trinidad and Tobago, Jamaica, Guyana and Barbados underwent training in Canada for various periods.

Elections in Montserrat saw a new government come to power under Chief Minister John Osbourne. In the Eastern Caribbean, the move towards independence among several of the West Indies Associated States continued, with Dominica gaining independence on November 3. Canada conducted a diplomatic training seminar in Barbados for trainees from the emerging Eastern Caribbean islands.

During the Commonwealth heads-of-Government meeting in London in 1977, a ministerial committee on Belize was set up; it is composed of eight Commonwealth members, including Canada, Barbados, Jamaica and Guyana. The second meeting took place in September. Canada, with several other nations, cosponsored a resolution on the independence and territorial integrity of Belize at the thirty-third session of the United Nations General Assembly, which was adopted by a large majority.

The year 1978 saw little moderation of the serious economic difficulties encountered by countries of the Commonwealth Caribbean. Balance-of-payments deficits and unemployment continued to plague most of these states, as did low prices for main export products. Recognizing the serious economic and developmental problems of the region, the World Bank called a conference on economic development in the Caribbean. The Caribbean Group for Co-operation in Economic Development held its first annual meeting in Washington in June 1978, with participation from recipient countries and donor countries like Canada. The Group established a framework for the periodic review and co-ordination of activities directed towards accelerated economic development in the region and increased aid flows to the area, particularly to Jamaica and Guyana.

The Commonwealth Caribbean continued to be an area of concentration for the development-assistance programs of the Canadian International Development Agency. CIDA and recipient governments continue to agree that generation of productive employment opportunities should

be the prime focus of the programs, and 90 per cent of the Agency's projects approved in 1978 met this criterion. Canada continued its participation in the Caribbean Development Bank and supported such institutions as the University of West Indies, Leeward Islands Air Transport and the West Indies Shipping Company.

Negotiations between Canada and the Caribbean Common Market (CARICOM) states to develop a trade and economic agreement were concluded. The new agreement was to replace the 1912 and 1925 West Indies Agreement and the 1966 Protocol, which was no longer a suitable instrument to govern Canadian-Caribbean trade in view of CARICOM's adherence to the Lomé Convention. The signing ceremony was scheduled for January 20, 1979 in Kingston, Jamaica.

The Commonwealth Caribbean countries continued to pursue regional economic co-operation through such institutions as the Caribbean Development Bank and CARICOM. Strains that had developed within the latter institution in 1977, as a result of import controls imposed by several regional members in their attempts to resolve their balance-of-payments difficulties and their shortage of foreign exchange, were partially resolved in mid-1978, a development that was expected to enhance the efficacy of the new Canada/CARICOM Trade and Economic Co-operation Agreement.



### CHAPTER 3: EUROPE

Common strategic concerns and common economic interests give Canada's relations with the member countries of the European Community a position of prime importance in the foreign policy of this country.

At the Bonn Economic Summit, held in July, Canada and the four largest West European countries, along with Japan and the United States, reviewed the present state of the world economy and renewed their commitment to co-operative efforts and individual national undertakings aimed at improving world economic conditions. In support of this multilateral endeavour, Canada, under the Framework Agreement with the Community and through bilateral undertakings with its member states, has sought the enhancement of economic opportunities by means of innovative approaches to trade and industrial co-operation.

Politically, Canada and the EC member states co-operate in a variety of international activities and forums; a foremost example during 1978 was the Conference on Security and Co-operation in Europe (CSCE). Canada and all but one of the EC member countries collaborate within NATO in the defence of Western Europe and North America. Their efforts during the year to ensure stable conditions conducive to maintaining world peace were highlighted at the NATO heads-of-government meeting held in Washington in May. Canada, Britain, France, West Germany and the United States joined forces under the UN aegis to find a satisfactory solution to the Namibian problem. Canadian and French participation in UNIFIL constituted a further demonstration of their common desire to reduce international tensions.

Among the many bilateral visits that took place in 1978, particular mention might be made of those by Prime Minister Trudeau to the Federal Republic of Germany following the Bonn Summit, to Italy at the time of the installation of Pope John Paul I and to Britain and France in December.

Relations with West European countries that are not members of the European Economic Community are also of great importance to Canada, as are relations with Eastern Europe.

Canada is allied with five of the non-Community European countries -- Greece, Iceland, Portugal, Norway and Turkey -- through its membership in NATO. It also maintains close co-operation on a wide range of bilateral and multilateral matters with Finland, Norway, Sweden and Iceland, as well as with Austria, Switzerland and the Holy See. Canada is also trying to expand its relations, especially in the commercial field, with the EC applicant countries -- Greece, Spain and Portugal -- as well as with Turkey. Malta and Cyprus also co-operate in various Commonwealth activities.

Canadian trade and human contacts with Eastern Europe continued to expand in 1978, reflecting the generally positive nature of developments in Canadian political relations with the countries of the region.

### Eastern Europe

Canadian relations with Eastern Europe continued to develop in range and diversity, especially in the trade sector, where important contracts were concluded and new opportunities discerned. At the first follow-up meeting of the Conference on Security and Co-operation in Europe in Belgrade, which carried over from the previous year, and at subsequent meetings of CSCE experts, Canada made a significant contribution to the East-West dialogue on security and co-operation.

The year was a difficult one for Canadian-Soviet relations. On January 24, the Soviet nuclear-powered satellite Cosmos 954 plunged to earth in Northern Canada, spreading radioactive debris over a vast tract in the Northwest Territories, Alberta and Saskatchewan. The subsequent search-and-recovery operation was the most extensive of its kind ever undertaken, and led to Canada's launching a claim for approximately \$6 million in damages.

On February 9, the Secretary of State for External Affairs announced in the House of Commons the expulsion from Canada of 13 Soviet nationals for attempting to recruit a member of the Royal Canadian Mounted Police in order to penetrate the force's security service. In view of this development, the Secretary of State for External Affairs decided not to accept an invitation, which had already been extended, to visit the U.S.S.R., and a meeting of the Canada-U.S.S.R. Mixed Economic Commission was postponed.

Relations between the two countries began to improve during the summer, though they were adversely affected by the harsh sentences imposed on several leading members of the Soviet human rights movement. Both the Prime Minister and the Secretary of State for External Affairs publicly expressed disappointment over the Soviet action and warned of the serious implications for détente of the treatment of Soviet citizens asserting their basic human rights. Unanimous resolutions to this effect were also passed in the House of Commons.

The situation had returned to normal by the end of the year, following the visit to Canada in October of the Soviet Minister for Foreign Trade and the conclusion of a new long-term program of economic co-operation between Canada and the Soviet Union. Other notable visitors in the course of the year were the Chief of the Second European Department of the Ministry of Foreign Affairs and two members of the Institute of U.S.A. and Canada Studies.

Canada's relations with Poland continued to develop during 1978. Agreements were signed on fisheries, sports, the health sciences and science and technology. Three trade missions went to Poland, two of which were sponsored federally (pulp and paper and engineering projects) and the third provincially (electronics). Canadian consulting, engineering, procurement and supervisory services to the Kwidzyn pulp-and-paper projects have reached a value of \$215 million over the past three years. In addition, Poland has become one of Canada's major grain customers.

Senator Stanley Haidasz, representing the Minister of Health and Welfare, visited Poland as head of a large delegation concerned with health matters. The Provincial Secretary for Social Development of Ontario and the Assistant Deputy Minister of Quebec's Department of Industry and Commerce also visited Poland. The Polish Minister of Health and Social Services visited Toronto, Ottawa and Montreal as a guest of the Canadian Health and Welfare Minister. Another Polish visitor during 1978 was the Editor-in-Chief of the journal Polityka.

Canada participated in the twenty-third Warsaw Book Fair, in programs dealing with academic exchanges and in an awards exchange program, providing bursaries for Canadian scholars studying in Poland and vice versa.

After an initial expansion of relations with the German Democratic Republic following the exchange of non-resident ambassadors in 1977, Canada's relations with the G.D.R. entered a period of consolidation. Fisheries consultations continued on the basis of the 1977 agreement. Following the visit of the Minister of Fitness and Amateur Sport to the G.D.R. in 1977, sports exchanges were pursued. In March, the Province of Ontario participated in the Leipzig Spring Fair. A proposed air agreement was taken under consideration by Canadian officials. Consultations with the G.D.R. began on the subject of Canadian estate and property claims that will be presented to the G.D.R. in 1979.

An important development in relations between Canada and Czechoslovakia during 1978 was the signature in October of a contract for the construction of a pulp mill in Northern Slovakia by H.A. Simons Limited of Vancouver at a cost of over \$300 million, which is expected to bring 10,000 man-years of employment to Canada. Political consultations took place in Ottawa in November between officials of the Department of External Affairs and a Czechoslovak delegation led by the Vice-Minister of Foreign Affairs.

The Czechoslovak company "Black Theatre" toured Ontario and Quebec and exchanges were initiated between Toronto's Young People's Theatre and the Czechoslovak group "Lanterna Magika". Canada participated in the 1978 World Hockey Championships in Prague, where it won the bronze medal. Czechoslovakia won the silver.



Canada's relations with Hungary were marked by the visit to Canada in March 1978 of the Secretary of State and President of the Hungarian Office for Physical Education and Sport, who signed a memorandum of understanding on co-operation in physical education and sport with Canada's Minister of State for Fitness and Amateur Sports. In July, the Hungarian Vice-Minister for Foreign Affairs came to Ottawa for two days of political consultations with External Affairs officials. An Assistant Deputy-Minister of the Department of Industry, Trade and Commerce travelled to Budapest in September to participate in trade consultations with Hungarian officials and Canada's second resident Ambassador to Hungary presented her credentials to the Government of Hungary in October.

The year 1978 witnessed a number of firsts in Canadian-Hungarian cultural relations: the McGill Chamber Orchestra performed in Budapest; a course in Canadian literature was organized at the University of Budapest; and a Chair of Hungarian Studies was established at the University of Toronto (50 per cent of the initial funding of \$600,000 being supplied by the Multiculturalism Program of the Department of the Secretary of State). The first in a planned series of exchange visits by French-Canadian and Hungarian poets took place and important liaison visits were undertaken by the Director of the Canada Council and the senior Vice-President of the Canadian Broadcasting Corporation.

Nuclear development emerged as the most promising new field of co-operation between Canada and Romania. It was the focus of the visit to Romania in September by the Minister of Energy, Mines and Resources. His host, the First Deputy Prime Minister of Romania, made a return visit to Canada in November. Atomic Energy of Canada Limited in December contracted with the Romanian state enterprise Romanergo to sell Canadian technology to Romania for the construction of nuclear stations for the generating of electricity. These contracts will be implemented as soon as the legal preconditions for their entry into force have been met. Romania has ratified the Non-Proliferation Treaty and has signed an agreement with the International Atomic Energy Agency for the application of safeguards to all its nuclear facilities. Moreover, it has concluded a nuclear-safeguards agreement with Canada.

In January, an agreement on mutual fisheries relations was signed, and a convention for the avoidance of double taxation was signed in November. An Assistant Deputy Minister of Industry, Trade and Commerce led a delegation of Canadian officials to the annual Canada-Romania trade consultations, held in Bucharest in September.

The year saw a significant increase in Canada's exchanges with Bulgaria. In October, Patriarch Maxim of the Bulgarian Orthodox Church visited Bulgarian Orthodox parishes in Toronto and Montreal and was received in Ottawa by the Speaker of the Senate. The Ontario Minister of Agriculture visited Bulgaria in September to discuss trade and

scientific co-operation in agriculture, and in November the Bulgarian Deputy Minister of Foreign Affairs came to Ottawa to participate in the first consultations on multilateral and bilateral issues that Canada and Bulgaria have held at the level of senior officials. A delegation led by the Assistant Deputy Minister of Industry, Trade and Commerce travelled to Sofia in September to explore ways of increasing bilateral trade and economic co-operation.

Unlike other Eastern European countries, Yugoslavia is not a member of either the Warsaw Pact military alliance or the Council for Mutual Economic Assistance, an economic grouping of Communist states. It follows a highly independent foreign policy that has much in common with the foreign policies of Third World countries. Consequently, there is wide scope for Canada and Yugoslavia to co-operate in the various international organizations to which they both belong, such as the United Nations. Consultation also takes place on a bilateral basis; for example, Yugoslavia's Federal Under-Secretary for Foreign Affairs visited Ottawa in September to discuss Canada-Yugoslav relations and multilateral issues. Yugoslavia opened a consulate-general in Vancouver in November.

#### Conference on Security and Co-operation in Europe

The first follow-up meeting of the CSCE, convened in Belgrade during 1977 to examine how the provisions of the Final Act were being implemented and how their implementation could be improved, was concluded in March. At the meeting the Canadian delegation played a role commensurate with the importance the Canadian Government placed on the CSCE in view of the widespread interest it had created in Parliament and among Canadians at large. Nineteen Parliamentarians, representing both the Senate and the House of Commons, participated as observers on the Canadian delegation. The concluding Canadian statement was given by the Secretary of State for Multiculturalism.

For Canada and other Western participants, the Belgrade meeting was, to some extent, a disappointment because it did not produce the kind of concluding document, dealing with human rights and humanitarian questions, sought by the West. Nevertheless, the thorough review of implementation, which took place during the first part of the meeting, had several favourable results. It focused attention on the humanitarian aspects of the Final Act, confirmed implicitly for the first time that the issue of human rights was a legitimate theme for East-West discussions, and pointed out deficiencies in the implementation of provisions in these and other areas, indicating where improvements were required. Moreover, the concluding document reaffirmed the commitment of all signatory states to the full implementation of the Final Act and reconfirmed the importance of the CSCE to the process of détente. In the Canadian closing statement at Belgrade, it was made clear that Canada would persist in the months ahead to underline the importance of the humanitarian objectives of the Final Act and to stress the central role that the individual must play in the furtherance of the CSCE process.

In accordance with the Belgrade concluding document, two meetings of CSCE experts were held, in which Canada participated. At the first meeting, convened in Bonn, a scientific forum was planned for February 1980 in Hamburg, to discuss problems of common interest in the exact and natural sciences, medicine and the humanities and social sciences, and to promote contact between scientists. The second meeting was held in Montreux to discuss the peaceful settlement of disputes.

### The European Communities

The most significant event for our relations with the European Communities in 1978 was the visit to Canada in March by the President of the Commission of the Communities, Roy Jenkins. The chief purpose of his visit was to take stock of the industrial and commercial co-operation activities between Canada and the EC during the second meeting of the Joint Co-operation Committee instituted by the 1976 Framework Agreement with the EC. During his stay in Canada, Mr. Jenkins travelled across the country from west to east and caught a glimpse of the geographic, economic and cultural diversity of Canada. In Ottawa, Mr. Jenkins had talks with Prime Minister Trudeau as well as with the Secretary of State for External Affairs and the chief cabinet ministers. He also met the Premier of Ontario.

In September 1978, the Minister of Transport went to Brussels for discussions with the Vice-President of the Commission, on issues of agricultural trade, in particular the cereal trade. He also met the Commissioner responsible for Community policy on transport by sea. Some provincial ministers also visited the Headquarters of the European Community for talks with representatives of the Commission.

The Ontario Minister of Agriculture and Food went to Belgium on an official visit in September 1978. The Belgium-Canada Joint Cultural Commission held its annual meeting in Liège in October 1978.

The common interests that Canada and Britain share make frank discussion and co-operation possible on issues of both bilateral and multilateral interest.

Prime Ministers Trudeau and Callaghan met in the multilateral contexts of the NATO heads-of-government meeting in Washington in May and the Bonn Economic Summit in July; they also held talks in London in December on a wide variety of subjects, notably the economic progress made in the six months following the Summit. Particularly close consultation and collaboration existed through the Western Five initiative on Namibia.

This and other questions were reviewed by the Secretary of State for External Affairs and the British Foreign Secretary on several occasions, as well as during the Ottawa visit in May of the Minister of State in the Foreign and Commonwealth Office. Multilateral economic



questions, notably the current GATT negotiations, highlighted the discussions during the visit to Ottawa of the British Secretary of State for Trade in October.

A lengthy catalogue of questions of bilateral interest was, as in past years, taken up through both governmental and informal contacts. Canadians visiting Britain included the Minister of Agriculture, who discussed a number of questions of common interest with his British counterpart before attending the International Wheat Conference in February. The latter subsequently made an extensive tour of Canada in May and June at the invitation of the Minister of Agriculture, visiting agricultural facilities in British Columbia, Alberta, Manitoba and Ontario. The Minister of Transport visited the Farnborough Air Show in September and met with the British Minister of Transport for wide-ranging discussion of transport questions. The Minister of Fisheries visited several Scottish fisheries centres in September, delivering an address to the Second International Atlantic Symposium in Edinburgh. Mr Joe Clark, then leader of the Opposition, was received in London in July by his British counterpart, Mrs Margaret Thatcher, by the Secretary of State for Employment and the Minister of State, Foreign and Commonwealth Office. Mr Clark also met with the Commonwealth Secretary General, Shridhath Ramphal. Visitors to Britain from the provinces included the Premier of Newfoundland, the Quebec Minister of Intergovernmental Affairs, the Quebec Minister of Finance and the former Ontario Minister of Treasury and Intergovernmental Affairs.

On September 8 at London, the two governments signed a convention for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income and capital gains. Two rounds of negotiations were held on the Canada-Britain bilateral air agreement, in London in April and in Ottawa in October.

The interest that Canada and Denmark share in the Arctic gave particular significance to relations between the two countries in 1978. The recommendations of the Commission of Inquiry concerning the Internal Autonomy of Greenland, set up in 1975, were approved by the Danish Parliament in 1978. A new autonomist system in the Kingdom of Denmark will be set up in stages beginning in 1979 and the Government of Denmark will transfer to the inhabitants of Greenland the administration of their vast province whose coasts are very near those of the Northwest Territories. There are many cultural contacts between the Inuit and the Greenlanders, and our two countries are pursuing an important program of scientific and technical co-operation, particularly in the fields of natural resources and fisheries. The permanent Under Secretary for Greenland Affairs had talks in September with his counterparts from Indian and Northern Affairs, and he visited Frobisher Bay, Schefferville, Churchill Falls and Fort Chimo.

France and Canada took advantage of the year 1978 to develop various spheres of Franco-Canadian co-operation in order to consolidate

attainments and to build for the future. Working groups on industry and agriculture and on energy and raw materials met in Paris in March and October respectively. These meetings revealed the considerable potential for economic and energy co-operation between the two countries. In addition, scientific co-operation took concrete form at the meeting of the Joint Commission on Scientific Training in Ottawa in May. Trade in both directions was maintained at about one billion dollars, but exports of finished Canadian products to France declined, although they are still greater on the average than Canadian exports to the other countries of the Community. On the other hand, French investments in Canada are continuing to grow, and France ranks fourth among our suppliers of capital, while it is third among countries receiving Canadian investment. A number of negotiations were begun or continued in 1978, with promising results in many cases; resumption of operation of a uranium mine in Saskatchewan by a French corporation, negotiation of agreements on social security, extradition and transfer of inmates; continuation of negotiations with a view to concluding an interim arrangement on fisheries and to delimiting the maritime boundaries around St. Pierre and Miquelon; discussions on export of sealskins, and lastly, discussions concerning the reimbursement of costs involved in relinquishing existing Canadian NATO bases in France. Co-operation was also broadened in the field of urban planning and land development and in the space field, especially with Canada's accession to the rank of associate member of the European Space Agency.

In April, in Dijon, the Canadian Minister of Supply and Services delivered a speech at the twenty-eighth Congress of the Association France-Canada. The French Minister of the Economy had talks with Canada's Minister of Finance, and there were also discussions on various occasions between the Secretary of State for External Affairs and his French counterpart.

France and Canada also broadened their co-operation on the international scene. They were side by side in Lebanon as part of the UNIFIL, and they consulted each other regularly on African matters, as well as on other international questions such as the Conference on Security and Co-operation in Europe, exploitation of the deep seabeds, the North-South Dialogue and, most recently, disarmament. At the Bonn Summit, the President of the French Republic and Canada's Prime Minister met to discuss a number of economic matters. These exchanges were continued in December when Mr Trudeau went to Paris at the invitation of Mr Giscard d'Estaing. At that time Mr Trudeau confirmed the February 1979 visit to Canada of the Prime Minister of the Government of the French Republic, Raymond Barre.

The year 1978 was an important one for German-Canadian bilateral relations. One of the most significant events that served to underline the F.R.G.'s leading role as a stable democracy with a strong economic base was the July Economic Summit, which brought seven of the world's major industrial nations together in Bonn.

Prime Minister Trudeau attended this meeting and paid a subsequent bilateral visit that encouraged the development of new directions in Canada's relations with West Germany. At the same time, the Minister of Finance held high-level meetings with his German counterpart. The Secretary of State for External Affairs also held prolonged talks with the German Foreign Minister, with whom he had worked closely on the Western Five initiative, seeking solutions to the Namibia issue in the United Nations.

At the conclusion of the July visit, a joint communiqué was issued that committed the two countries to holding annual consultations on political, financial and economic matters. This invitation, quickly taken up by both sides, resulted in five visits to Canada at the ministerial and senior official levels. These included a visit to Ottawa and the Canadian Forces bases in Western Canada (including Camp Shilo, where German troops are training with Leopard tanks) by the German Defence Minister. The Minister of State in the Chancellor's office also held extensive political and economic consultations with Canadian ministers and senior officials early in November.

While the F.R.G. is a country of high Canadian priority, ranking fourth in exports, the actual figures represent a modest 1.8 per cent of Canada's total exports. Clearly, the potential is there for more two-way activity and the establishment of closer consultations on a wide range of subjects, including early high-level economic exchanges, will exploit this potential in 1979.

Canada's relations with Ireland are now developing in new areas, especially the economic field, as Canadian firms invest in Irish industries. Two Irish ministers paid private visits to Canada in 1978. In March, the Finance Minister visited Ottawa, where he met with his Canadian counterpart and with the Minister of Energy Mines and Resources for discussion of bilateral questions and multilateral economic problems. Subsequently, the Irish Finance Minister met with the Honourable Pauline McGibbon, Lieutenant Governor of Ontario, in Toronto, and with Premier René Lévesque and the Quebec Minister of State for Parliamentary Reform in Montreal. The Irish Minister of State for Tourism paid a working visit to Canada in June that took him to Toronto, Halifax and Montreal and Canada's Chief Commissioner on Human Rights took part in consultations on human rights in Dublin in December.

Relations between Italy and Canada benefited in 1978 by the visit to Canada at the end of the preceding year of Mr. Giulio Andreotti, President of the Council of Ministers. Although statistical growth in commercial and migratory movements was less pronounced than expected, two promising events occurred in these important areas. First there was the creation in February of an Italo-Canadian Chamber of Commerce in Italy. Secondly, in October, administrative arrangements relating to the social security agreement between the two countries were concluded, and the agreement was signed during the visit of



Mr. Andreotti. The instruments for ratification of the agreement were exchanged in Rome in December; this is the first agreement of its kind concluded by Canada with a foreign country, and thousands of migrants from our two countries will benefit from it as of January 1, 1979. Co-operation in the nuclear, industrial and cultural spheres continued, and in some cases increased throughout 1978. Canada's cultural presence in Italy was enriched considerably through a significant growth in Canadian studies in the universities.

Prime Minister Trudeau and President Andreotti met on several occasions and reviewed the state of our bilateral relations: in Washington in May, within the framework of a NATO Summit meeting, and then in Rome in September, at the enthronement of H.E. John Paul I. The two heads of government also met at the Bonn Economic Summit in July.

Also worthy of mention were the official ceremonies, in April, marking the completion of the houses built in the devastated region of Friuli within the framework of a project inspired by the National Congress of Italo-Canadians and supported by the federal government as well as the governments and citizens of several Canadian provinces. The Minister of State for Multiculturalism and the Minister of National Health and Welfare represented the federal government at the ceremonies. Also in attendance were the Quebec Minister of Immigration and the Ontario Minister of Health.

In June, Her Royal Highness Princess Margriet of the Netherlands and her husband, Pieter van Vollenhoven, paid an official visit to Canada. The royal couple went to Alberta and the Northwest Territories, and honoured the twenty-seventh Convention of the Royal Canadian Legion in Edmonton with their presence.

At the ministerial level, the Secretary of State for External Affairs held discussions with his Dutch counterpart during the June meeting of the OECD in Paris on matters relating principally to our two countries' respective nuclear policies. In another connection, the achievements of the Netherlands in the transportation sector aroused great interest in Canada during the year, as evidenced by the successive visits to the Netherlands of provincial Transport ministers from Quebec and British Columbia, as well as of the federal minister. The latter visited, among other sites, the harbour and cereal storage facilities in Rotterdam and the aircraft plant of the Fokker Corporation. Cultural affairs were also featured on the visit to Canada of a delegation of Dutch government officials to discuss with their Canadian colleagues an increase in the already significant exchanges between our two countries in this field.

Our relations with the Netherlands continued to flourish in 1978 in all areas, including foreign trade, a sphere in which the Netherlands is among our chief partners in Europe. Lastly, informal political consultations on various international matters continued during the year with the government of the Hague.

### Other Western European Countries

In addition to continuing their long-established co-operation on multilateral questions, Canada and Austria paid increased attention to bilateral relations in 1978. In October, the Minister of Energy, Mines and Resources saw the Austrian Minister of Trade, Industry and Commerce in Vienna. Later in the year, the Deputy Under-Secretary of State for External Affairs visited Vienna for foreign-policy discussions with the Secretary-General of the Austrian Ministry of Foreign Affairs.

Joint efforts to develop industrial co-operation between Canada and Finland, which began in 1975, led to a Canadian mission to Finland in May by officers from the Department of Industry, Trade and Commerce and representatives of a number of Canadian companies. In December, the Deputy Under-Secretary of State for External Affairs visited Helsinki for foreign-policy discussions with the Deputy Secretary-General of the Finnish Ministry of Foreign Affairs.

Indicative of expanding commercial relations with that country, Canadian sales to Greece increased 100 per cent during 1978. A mission of senior Canadian trade officials visited Athens in May to study the prospects for increased trade that could be created by Greece's adhesion to the European Community, which is expected in the coming year. Greece continued to be an important source of immigration to Canada.

Consultations between Canada and Iceland on law-of-the-sea and fisheries matters continued during 1978. Iceland also took steps to expand its representation in Canada by opening consulates at Edmonton and Calgary.

At the end of October, the Norwegian Minister of Defence held talks in Ottawa with his Canadian counterpart to discuss the Canadian military commitment to Norway. Bilateral foreign-policy discussions took place in Ottawa in February between the Political State Secretary of the Norwegian Ministry of Foreign Affairs and the Deputy Under-Secretary of State for External Affairs. A first course of studies of French-Canadian culture was offered at the University of Oslo. The Education Committee of the Norwegian Storting visited Toronto for discussions with officials of the Ontario Ministry of Education.

Canada's relations with Portugal have developed appreciably. Delivery was made in 1978 of a second portion of the \$15-million wheat gift provided by Canada to Portugal as part of the international balance-of-payments assistance to that country. In June, the Canadian Defence College visited Lisbon for briefings and discussions with members of Portugal's armed forces. A mission of senior Canadian trade officials visited Portugal in May to assess the prospects for trade between the two countries that might be created by Portugal's possible membership in the EC. In 1978, Portugal for the first time purchased

significant quantities of Canadian fish products. These purchases, together with Portugal's signature of the North Atlantic Fisheries Organization Treaty, mark the beginning of a new era in bilateral fisheries relations. Portugal continues to be a significant source of immigration to Canada.

Canada-Spain relations were highlighted by a state visit to Spain by the Governor General and Madame Léger from March 13 to 15. The visit provided an opportunity for the Secretary of State for External Affairs and the Spanish Foreign Minister to review multilateral and bilateral relations. A delegation of Spanish parliamentarians led by the President of the Spanish Cortes visited Canada from November 5 to 12 at the invitation of the Speaker of the Senate and the Speaker of the House of Commons. The Spanish group also visited the Quebec National Assembly and the Ontario Legislature. In 1978, Spain made its first purchase of a significant quantity of Canadian fish products and became the first European country to buy the Dash 7 aircraft. A trade mission of senior Canadian officials visited Spain in May to assess the prospects for trade that could arise from Spain's possible membership in the EC.

The strength of relations with Sweden was emphasized in 1978 by two sets of bilateral discussions between Canadian and Swedish officials. The Swedish Under-Secretary of State for Development Co-operation, who later in the year became Foreign Minister, came to Ottawa in April for consultations on aid policy. In September, the Swedish Under-Secretary of State for Foreign Affairs visited Ottawa for political consultations with the Under-Secretary of State for External Affairs. As in previous years, considerable numbers of Canadians and Swedes from various walks of life visited each other's country to benefit from exchanges of experience and expertise. In September, the Swedish Parliamentary Standing Committee on the Labour Market visited Canada to study the Canadian labour market and the mining and pulp and paper industries. A Canadian industrial co-operation mission visited Sweden in October as a follow-up to the Canadian mission to Sweden in 1975 and the Swedish mission to Canada in 1976. The 1978 mission was led by an official from the Department of Industry, Trade and Commerce, and included representatives of Canadian industries possessing capabilities compatible with those of Swedish firms. At the end of November, a Swedish trade mission visited Alberta. The annual consultation on direct-broadcast satellites took place in Ottawa in December.

Bilateral foreign-policy discussions with Switzerland took place in December in Berne between the Deputy Under-Secretary of State for External Affairs and the Deputy Director of the Federal Political Department. Consultations by Canadians with the Swiss authorities on the operation of their federal institutions are becoming increasingly frequent. Canadian jurists, politicians, officials, professors and journalists are among those who seek such information. Canada's Commissioner of Official Languages visited Switzerland in December to discuss language policy.



In 1978, Canada-Turkey relations included an exchange of visits by the Secretary of State for External Affairs and the Turkish Foreign Minister. Their meetings in Ankara and Ottawa provided an opportunity to review international issues and to discuss ways and means of strengthening bilateral relations. In October, the chief of the Canadian Defence Staff visited Turkey, at the invitation of the Turkish Chief of Staff.

#### CHAPTER 4: AFRICA AND THE MIDDLE EAST

This rapidly developing area continued to be a major focus of international and Canadian attention during 1978. The year saw hopes raised for the peaceful solution of certain long-standing political problems, as indicated in the Middle East by the Camp David accords and in Africa by the progress made on Namibia as a result of Canada's joint initiative with other Western governments.

In other parts of the region, such as Lebanon, Iran, Rhodesia, Zaire and the Horn of Africa, outbreaks of violence and conflict caused deep concern.

Canada's growing relations with French-speaking Africa, English-speaking Africa and countries of the Middle East were marked by numerous visits by government leaders to and from Canada, and by intensified economic co-operation in the commercial field and for development.

##### English-Speaking Africa

Developments in this and in the Portuguese-speaking part of Africa continued during 1978 to be dominated by the search for internationally-acceptable solutions in Namibia (South West Africa) and Rhodesia, though noteworthy progress towards constitutional change also occurred in such countries as Nigeria and Ghana. At the same time, instability persisted in the Horn and elsewhere in East and Central Africa. The political and economic unrest throughout these and other regions of Africa formed the background to discussions at the fifteenth summit conference of the Organization of African Unity (OAU) in Khartoum in July 1978. On the issue of foreign military intervention, the conference's main resolution condemned the policy of force and intervention in Africa regardless of source. Despite the difficulties that have been encountered, the OAU will continue to seek solutions to disputes through mediation. Edem Kodjo, Foreign Minister of Togo, became OAU Secretary-General for a four-year term.

The Federal Military Government of Nigeria played an active leadership role in the search for peaceful solutions in Southern Africa, and worked closely with Canada on the Security Council. Domestically, it continued its program during 1978 of preparing for the return of the country to civilian rule. A new constitution was promulgated, and the ban on political activity was lifted in preparation for the general elections to be held in October 1979.

Canadian-Nigerian relations were strengthened by an agreement that will bring 2,500 Nigerian students at Nigeria's expense to study technical subjects in Canadian community colleges and universities over the next five years. The first 400 students arrived in September 1978. Equally important was the active consideration by both governments of

the establishment of a joint economic committee to help develop economic co-operation of mutual benefit.

Ghana, with which Canada has close relations resulting from a large development-assistance program dating from independence, also moved further towards civilian rule, though the transition was not always smooth. After a change of leadership in the summer, the Supreme Military Council re-affirmed its commitment to hold elections by July 1979, and removed earlier prohibitions on political parties.

Canada established diplomatic relations with Sao Tomé and Príncipe, a country comprised of two small Portuguese-speaking islands off the west coast of Africa.

Concerted efforts to bring Namibia to internationally-acceptable independence, intensified throughout 1978, directly involved the Secretary of State for External Affairs and the foreign ministers of the four other Western Security council members. The five ministers visited Windhoek and Pretoria in October to push their joint initiative on Namibia. Despite setbacks such as South Africa's military incursions into Angola and its unilateral decision to hold elections in Namibia in December 1978, both South Africa and the South West African People's Organization (SWAPO) had agreed to co-operate in the implementation of the United Nations plan for Namibian independence. (For more detail, see section on UN affairs.)

Application of South Africa's harsh security laws continued in 1978 and there was no indication that the South African Government intended to depart from the essential features of its apartheid policy. In September, Defence Minister Pieter Botha succeeded John Vorster as Prime Minister.

The Canadian Government followed up on the Secretary of State for External Affairs' announcement of December 1977 by withdrawing its trade commissioners from South Africa and closing the Consulate General in Johannesburg. In April it issued a code of conduct for Canadian companies operating in South Africa. Such companies are to make public reports before March 31, 1979, in sufficient detail to permit public assessment of their progress in realizing the objectives of improving the employment conditions of their black employees. In April, the Government imposed a non-immigrant visa requirement for South African citizens and announced in July that South African sportsmen and sports officials would henceforth be denied Canadian visas.

Canadian development assistance continued for South Africa's small Commonwealth neighbours, Botswana, Lesotho and Swaziland.

By the end of 1978, despite some hopeful signs at the beginning of the year, efforts to reach a peaceful settlement in Rhodesia were at a stalemate. On March 3, Ian Smith and three black leaders



signed an "internal agreement" providing for a form of black majority rule. Because it contained a number of provisions virtually guaranteeing continued white control over many of the key institutions of the country, and because the process leading to the agreement and the draft constitution did not involve all Rhodesians, including the liberation groups outside the government, the agreement and the resulting bi-racial administration were not recognized by the international community, including Canada. At the same time, the security situation deteriorated to the point where most of Rhodesia came under martial law and record numbers of whites were leaving the country. Canada continued to support the principle of a negotiated settlement involving all parties to the conflict, and viewed the Anglo-American proposals as the best framework so far devised for a just and peaceful transition to majority rule.

Extensive development-assistance programs continued to be a principal feature of Canadian relations with the Commonwealth countries of Central and East Africa, except for Uganda.

Zambia's President Kaunda was re-elected in December with an increased percentage of the vote. The country's "front-line" position vis-à-vis Rhodesia made it the target of land and air attacks by Rhodesian security forces and contributed to a deepening economic crisis that became a cause for international concern during 1978.

Africa's "Grand Old Man", Jomo Kenyatta, died in August; the Secretary of State for External Affairs represented Canada at the funeral ceremonies. The election of a new President, Daniel Arap Moi, took place smoothly, a tribute to Kenya's stability. President Moi is following the broad outlines of his predecessor's policies.

Hostilities broke out between Tanzania and Uganda in October, when the latter's forces occupied a strip of Tanzanian territory for two weeks. By the year's end, hostilities had decreased, but tension remained high along the border.

The year saw the development of a more positive attitude by Angola towards its neighbours and the West. Agreement was reached between Angola and Canada in February to establish diplomatic relations. As the "front line" state most directly affected, Angola was instrumental in achieving progress towards an internationally acceptable settlement in Namibia.

The high level of tensions in the Horn of Africa continued to cause considerable concern to African states and other members of the international community. Despite Somali withdrawal in March from the Ogaden region, insurgent activity and reprisals by the Ethiopian Government continued. In Eritrea, Ethiopia faced armed resistance by secessionist movements.

Canada established diplomatic relations with Djibouti and the Canadian Ambassador accredited from Addis Ababa presented his credentials in June.

### Middle East

Efforts to settle the Arab-Israeli conflict progressed slowly during much of 1978, but were given a dramatic boost in October with the signature of the two Camp David accords. Canada's Prime Minister sent messages of congratulation to President Sadat, Prime Minister Begin and President Carter, hailing the agreements as an important step forward and encouraging the efforts of the three leaders to achieve a comprehensive peace settlement. After Camp David, some progress was made in the negotiation of an Israeli-Egyptian treaty, but serious problems still remained at the year's end.

The Government filled a major gap in Canada's diplomatic representation in the Middle East with the opening in May 1978 of a resident embassy in Kuwait, also accredited to Bahrain, Oman, Qatar and the United Arab Emirates. Kuwait and other states on the Persian Gulf have benefited greatly in recent years from increased oil revenue, much of which is being used for economic and social development. Although the principal function of the embassy is to assist Canadian businessmen, it also provides, among its regular functions, liaison with local governments on questions such as energy policy and developments, the North-South dialogue and assistance to Third-World countries.

Canadian ministerial visits to the region during 1978 included that of the Secretary of State to Israel in March, during which he signed a memorandum of understanding on Canadian-Israeli cultural relations. The Minister of State for Small Business visited Iran in August for the opening of a major pulp and paper complex built by a Canadian company near the Caspian Sea. On the provincial level, Premier William Davis of Ontario visited Israel and Iran in September.

Prime Minister Menachem Begin of Israel paid an official visit to Canada in November, during which he held talks with Prime Minister Trudeau, the Secretary of State for External Affairs and other ministers. During their discussions, all aspects of the Middle Eastern situation were discussed, both sides expressing a cautious optimism. Other ministerial visits to Canada included that of the Minister of Telecommunications of Saudi Arabia, who came to Canada at the invitation of the Communications Minister to discuss Canadian capabilities in telecommunications. (It should be noted that Bell Canada is a major participant in a \$3.4-billion contract for the expansion of Saudi Arabia's automatic telephone network). Saudi's Minister of Petroleum visited Canada in June as the guest of the Minister of Energy, Mines and Resources, to address the fiftieth anniversary conference of the Canadian Society of Petroleum Geologists. During his visit, he called on the Premier of Alberta and made a brief stop in Ottawa. Israel's Trade Minister led his country's delegation to meetings of the Canada-Israel Joint Economic Committee in Ottawa in November.

A formal agreement was signed by the Canadian Ambassador in Cairo for the exhibition of the Tutankhamun art treasures at the Art Gallery of Ontario in 1979.

The worsening domestic situation in Iran created concern for the safety of Canadians in that country, and on December 30 they were advised to leave. Next day, the Canadian armed forces were instructed to prepare aircraft for evacuation.

Canada continued to pursue a balanced and objective approach towards the Arab-Israeli dispute, basing its stand on UN Security Council Resolutions 242 and 338 and stressing both the need to recognize Israel's right to exist and the legitimate concerns and interests of the Palestinians, including their right to participate in negotiations affecting their future and the need to find a territorial foundation for their political self-expression. (See also the section on the United Nations).

During the year, Canada reiterated its deep concern over the continuing violence in Lebanon and the lack of progress towards a political solution of the Lebanese crisis. Representations were made to the Syrian Government about Canada's concern over events in Beirut. In October, the Secretary of State for External Affairs announced another cash contribution of \$200,000 to the International Committee of the Red Cross for relief in Lebanon, bringing total Canadian humanitarian aid in Lebanon to over \$6.8 million.

Canada continued to provide the largest national contingent to the United Nations peacekeeping forces engaged in monitoring the cease-fires in the Sinai Peninsula and on the Golan Heights. In response to an urgent appeal from the Secretary-General, Ottawa provided communications personnel for the United Nations Interim Force in Lebanon for a period of six months.

Canadian economic and commercial activities in the Middle East continued to increase during 1978. Canadian exports to the Middle East during the first ten months of the year were \$634 million, an increase of 9 per cent over the same period of 1977. Canada's imports from the region for the first nine months of 1978 were \$1.2 billion, an increase of 11 per cent over same period of 1977.

Canadian aid activity in Egypt and the Sudan increased considerably over the past year. In Egypt, two major projects totalling \$75 million were approved. In the Sudan, several projects have been outlined that will require significant disbursements during the next few years.

#### Francophone Africa

In 1978 events in Francophone Africa and the Maghreb continued to reflect the diversity and contradictions within a group of countries where political and economic development vary enormously.



In Maghreb, a number of important events took place whose full significance was still not clear at the end of the year. The coming to power in Mauritania in July of a regime determined to bring peace to the Western Sahara gave rise to intense diplomatic activity; the death of the Algerian President in December delayed resolution of the problem. Furthermore, the social climate in Tunisia deteriorated with a violent strike in January and the subsequent trial of the union leaders.

The attack led by former Katangan soldiers in Shaba seriously threatened the political and economic stability of Zaire. Once order was restored, two meetings in Brussels of Zaire's principal partners in co-operative development, of which Canada was one, examined a number of measures aimed at promoting the recovery of the Zairean economy.

As part of President Sékou Touré's initiatives to end his country's isolation, the Monrovia Summit was an opportunity for Guinea, Senegal and Ivory Coast to begin the process of normalizing their relations. Guinea's pursuit of increased contact with the outside world and broadened network of mutually advantageous relations has allowed that country, one of the poorest, to see the possibility of developing its rich natural resources.

In Chad, the many attempts at negotiating with the forces of the National Liberation Front ended in a series of failures. The decisive intervention of French troops in June put an end to the rebel offensives. It was hoped that a new balance which could promote national reconciliation might result from Hissen Habré's appointment as Prime Minister. However, serious tension followed by armed conflict between government forces and forces faithful to the Prime Minister, upset this balance.

The holding of legislative and presidential elections in Senegal and Upper Volta in a context of limited multipartism was a decisive step towards exercise of the people's democratic rights in those countries.

In 1978, Canada worked to maintain its relations with Francophone Africa in two main spheres: economic co-operation and La Francophonie. The profile of our co-operation activities varied with the country: continuation of traditional aid in Senegal and Zaire; a stepping-up of our programs in the countries of the Sahel; the introduction of industrial co-operation programs in Cameroon, Ivory Coast, Morocco and Tunisia. Canada took an active part in international forums directly concerned with development questions involving Francophone Africa, such as the Club of Friends of the Sahel, consultations between donor countries on the plan for stabilization of Zaire, and the talks held in Paris on the implementation of a special promotion program for Africa.

Canada received several important visitors in 1978, including Presidents Senghor of Senegal and Traoré of Mali. Several ministerial missions visited Canada, among which were delegations from Gabon, Guinea, Madagascar, Benin, Togo, the Central African Empire, Cameroon, Rwanda, Chad and Senegal. During the same period, several Canadian missions went to Francophone Africa and the Maghreb. The Minister of Supply and Services paid an official visit to Togo, Benin and Gabon; the Minister of National Health and Welfare attended the convocation ceremonies for the first graduates of the Polytechnical School of Thiès in Senegal, an important project in which Canada and Senegal co-operated; the Minister of Public Works took part in ceremonies inaugurating the Sidi Saad dam, the largest co-operative project shared by Canada and Tunisia; and the Postmaster General represented the Canadian government at the funeral of President Boumedienne of Algeria.

Although most of our bilateral relations with Francophone Africa are in the field of development co-operation, there was nonetheless an intensification of our trade with that part of the globe in 1978. In this regard, it is noteworthy that a line of credit issued by the Export Development Corporation was signed with Algeria in the amount of \$1.2 billion, and with Gabon in the amount of \$150 million.

## CHAPTER 5: ASIA AND THE PACIFIC

Asia's great economic and political diversity is matched by its vast size. As a country bordering on the "Pacific Rim", Canada has Asian interests that are of the first importance. Accordingly, during 1978 a number of events had implications for Canada in Asia.

Of these, the rapid unfolding of the Chinese rapprochement with the West, Canada included, was among the most portentous. Indicative of the shift of Chinese policies in Asia was the conclusion of a friendship treaty with Japan. The promise of stability represented by the Chinese re-emergence on the Asian and world scenes, however, was attenuated by an increase of tension in Indochina. Canada remained deeply concerned about the latter events.

Other events also touched Canadian interests. First and foremost, Japan and Korea, both major Canadian trading partners, sought a readjustment; co-operation, symbolized by the Association of Southeast Asian Nations (ASEAN), emerged as a major Asian theme in the Pacific area. The economic promise of Indonesia, a major ASEAN country, held potential opportunities for greater Canadian involvement.

In North Asia, efforts were made to revive discussions between Canada and India as the latter sought to fashion foreign and domestic policies in accordance with the programs of the newly-installed Janata Government. Across India's northern frontier, from Bangladesh through Afghanistan to Pakistan and beyond, political uncertainty -- in some cases amounting to instability -- was the most striking feature.

Over the past year, Canada's relations with Japan continued to develop and have reflected the growing importance of the association to both countries. In the political sphere, 1978 began with the visit to Japan of the Secretary of State for External Affairs and the conclusion of negotiations on a protocol amending the 1959 nuclear co-operation agreement. This protocol was subsequently signed in Tokyo for Canada by the Minister of Industry, Trade and Commerce. The Minister of Veterans' Affairs and the Revenue Minister also visited Japan in 1978, while Canada was host to Japan's Minister of External Economic Relations and the Vice-Minister of International Trade and Industry. A bilateral fisheries agreement was signed in April.

The habit of consultation was further strengthened at the ministerial level by discussions at multilateral economic meetings, particularly the Bonn Summit in July and the OECD ministerial meeting in June. Contacts at the official level have continued at the annual Canada-Japan policy-planning talks and at the United Nations. Interest in intensified parliamentary exchanges was highlighted by the July 1978 visit by a delegation from the Japanese Diet.



Despite the dampening effects of the global economic situation, there has been further progress in developing the economic association which remains the primary element in Canada-Japan relations. In 1978, Japan remained Canada's second largest national trading partner, with two-way trade at \$5.3 billion. Canadian exports to Japan increased 20 per cent over 1977, reaching slightly over \$3 billion, giving Canada a trade surplus of \$783 million. Japan is Canada's largest agricultural market, with farm products (principally rapeseed, grains and pork) accounting for the largest percentage, 35 per cent of Canadian exports to Japan. Japan is also Canada's primary market for coal; copper, lumber, wood pulp and fish products are also important export items. Progress continues to be made in increasing sales to Japan of upgraded and manufactured products.

Two-way trade is expected to continue to grow, and Canada has mounted an intensive trade-development program aimed at increasing the awareness in Japan of Canada's sophisticated industrial capacity and quality as an economic partner. This program has included a number of senior government-industry missions in both directions.

Economic co-operation activities have expanded over the past year. Previous momentum has been maintained (notably in energy, forest products and housing) and possible new areas for joint ventures and Japanese investment in Canada have been explored. A significant development was the signing of a contract in November 1978 between Japanese and Canadian interests involving the Athabasca oil-sands.

The private sectors of both countries have shown considerable interest in enhanced contacts. The first Japan-Canada Businessmen's Conference held in Tokyo in May 1978 improved mutual understanding of different viewpoints and laid the groundwork for further co-operation. The Canadian Government has given its wholehearted support to this significant private-sector initiative.

Since many provinces have strong interests in Japan, the Federal Government has continued to assist their efforts and has consulted them on the content and conduct of Canadian policies vis-à-vis Japan.

Science and technology are of increasing importance, and in June 1978 bilateral consultations were held in Canada that generated considerable momentum for expanded co-operation.

The various components of the cultural relations between the two countries have continued to develop. The visit to Tokyo of the Toronto Symphony Orchestra opened the year, and was followed by visits of artists representing a cross-section of the Canadian performing arts. The academic study of Canada was further encouraged in universities in and around Tokyo. Programs of assistance to Japanese journalists have been vigorously pursued.

Canada's relations with the Republic of Korea have assumed an increasingly broader dimension in economic and political terms. Trade continues to provide a major impetus, reaching a value of close to \$570 million during 1978. Canada had significant success in reducing the negative trade balance as exports reached a value of \$200 million, a 40 percent increase over the figure for 1977. Export potential is excellent for Canadian goods and services, particularly agricultural and manufactured goods, as a result of two recent major Korean policies -- import-liberalization and the restructuring of the economy from light to heavy industry. Several other developments reflected the expansion of Korea-Canada economic relations: the completion of substantive negotiations for agreements on industrial property and double taxation; the establishment of a co-operative framework for joint ventures in construction, and Korean initiatives to study equity investment in Canadian resource development. A three-year textile-restraint agreement was also concluded.

There was a significant increase in ministerial visits during 1978. Further impetus was given to economic relations as a result of visits to Korea by the Minister of Trade and Commerce and the B.C. Minister of Economic Development, and by the May visit to Canada of the Korean Minister of Energy and Resources. The Minister of Veterans' Affairs visited Korea in July to commemorate Canadian participation in the Korean War, while the Revenue Minister's visit in April focused Korean attention on issues involving his portfolio. The visits to Canada of the Korean National Defence College and the vice president of the Korea-Canada Parliamentary Friendship Association gave added substance to bilateral relations. Meetings of officials and exchanges of information on a host of subjects continued to grow, and included energy, communications, statistics, taxation, guaranteed annual income, agriculture and urban planning.

The maintenance of peace and stability on the Korean peninsula remains central to Canadian interests in Korea and the region. Despite South Korean efforts to re-establish a dialogue, discussions with North Korea did not take place. The establishment of a sense of security is also a prerequisite for achieving a greater respect for human rights throughout Korea -- a matter of concern to many Canadians. Canada will, therefore, continue to welcome proposals to reduce tension in the area, while remaining committed to the principle that the Republic of Korea must play a leading role in the negotiation of any settlement of the Korean problem.

Hong Kong remained an important trading partner in 1978 as Canada's trade with the colony stood at \$98 million in exports and \$313 million in imports. The climate for trade was much improved by the strength of Hong Kong's economy and by the conclusion of a textile arrangement. In 1978, Canadian banks were licensed to start banking operations in Hong Kong, which should serve to increase Canadian business activity still further. With the rapid opening of China to the West, Hong Kong's traditional entrepôt role with respect to the Chinese market is likely to be enhanced during the coming years.

Hong Kong is a major source of immigrants to Canada. In addition, the Canadian Commission located there has responsibility for the family-reunification programs with China and Vietnam.

The year 1978 was characterized in the People's Republic of China (P.R.C.) by a number of major policy changes, which were reflected in the further development of Sino-Canadian relations. In March, China's ten-year economic plan was announced, calling for the rapid transformation of China into a modern industrial state by the year 2000 and stressing the need to acquire foreign technology and expertise as a means of reaching this ambitious goal.

Canada's opportunities for trade expansion with China were much enhanced by this development. In January 1978, the Secretary of State for External Affairs made a visit to the P.R.C., during which a wide range of international and bilateral issues was discussed, including the scope for trade and industrial co-operation.

In October, a group of senior Canadian businessmen visited China and met with leading Chinese experts in processing, telecommunications, power transmission, agricultural machinery and air services. A number of the members of this delegation have since been invited back to Peking for further discussions. During 1978, Sino-Canadian trade increased by 20 per cent to approximately \$550 million.

Coinciding with the Secretary of State for External Affairs' visit was the tour of the Toronto Symphony Orchestra, part of a continuing series of cultural and sports exchanges that also included, during 1978, an exhibit in Canada of paintings by the Chinese artist Hu Hsien, a visit by Celia Franca of the National Ballet to China, a visit to Canada by a Chinese figure-skating observation group, a Canadian photographic exhibition in China, a tour of Canada by Chinese gymnasts, and a visit by a Canadian Badminton Federation team to China. A National Film Board team went to China in June, and plans are under way for further exchanges by Chinese and Canadian film-production teams.

Science and technology exchanges continued on a substantial scale, involving such areas as permafrost science, iron-ore geology, operational research, agricultural economics, Pre-Cambrian stratigraphy geology, harbour equipment, satellite communications, gas transmission and soil sciences.

There were a number of visits to Canada by senior Chinese delegations during 1978. In June, the Vice-Chairman of the National People's Congress led a parliamentary delegation to Canada at the invitation of the Speakers of the House and the Senate. China's Vice-Minister of Agriculture toured Canadian agricultural facilities in July and August, and in October, an education delegation led by China's Vice-Minister of Education came to Canada. In response to a Chinese request that Canada receive up to 500 Chinese students in Canadian



institutions of higher learning, it was announced in September that Canada would be pleased to receive the students, subject to the availability of space in Canadian universities and research institutions. The Chinese Government said it would pay the costs involved.

Media relations continued to develop, with the visit to Canada in October of a group of New China News Agency (Hsinhua) journalists. At the end of 1978, Hsinhua representatives in Ottawa joined the Parliamentary Press Gallery.

The family-reunification program proceeded satisfactorily during 1978, with indications that the Chinese were moving to facilitate the processing of applications.

The expansion of Canadian-Australian relations during 1978 was marked by increased exchanges of views on a broad range of subjects of interest to both countries, including resource-development, native rights and federal-provincial relations and general foreign-policy issues.

Two-way trade, which reached a value of approximately \$700 million in 1978, is particularly important to Canada in view of the predominance (over 80 per cent) of processed goods among Canadian exports to Australia. Australia's attitude towards multilateral trade and major commodity-agreement negotiations are important to Canada because of their effects on the production and trade of both countries in such products as wheat and minerals.

The Australian Foreign Minister visited Canada in October; the Minister for Special Trade Representations came in February and December; the Minister for Business and Consumer Affairs and the Attorney-General visited in August.

Canadian visitors to Australia during 1978 included the Privacy Commissioner with the Canadian Human Rights Commission, the Minister of Corporate and Consumer Affairs, and a member of the Supreme Court of British Columbia, all of whom attended the International Bar Association Conference in mid-September in Sydney.

Canada's relations with New Zealand during 1978 involved consultations on general foreign-policy issues of mutual concern, continued growth of bilateral trade, and other matters of interest to both countries. The two countries co-operated in promoting the fullest implementation of the Gleneagles Accord to ensure the success of the Commonwealth Games. Two-way trade for 1978 was expected to exceed \$165 million. Processed goods account for 80 per cent of Canadian exports to New Zealand.

In 1978, Prime Minister Muldoon attended the Commonwealth finance ministers' meeting in Montreal; a New Zealand parliamentary

delegation visited several Canadian cities; and a delegation of senior officials visited Ottawa to discuss such topics as global energy and economic problems, multilateral and bilateral trade, and international-development considerations.

Canada's relations with the members of the Association of Southeast Asian Nations (ASEAN) continued to focus on expanding mutually-beneficial trade relations, as well as on closer political consultations. Senior Canadian Government officials and representatives of diplomatic missions accredited to Canada by ASEAN attended the first Canada-ASEAN informal consultative meeting in April 1978 and discussed, inter alia, development-assistance projects that could be carried out in the Canada-ASEAN context.

Relations with Singapore and Malaysia -- members of both ASEAN and the Commonwealth -- were strengthened by Canadian participation at the Commonwealth Parliamentary Conference and the Commonwealth Senior Officials Meeting, both of which were held in Kuala Lumpur. Consideration was given to the manner in which industrial development co-operation could be strengthened as a major element in Canada's relations with Malaysia. During a tour of several Pacific countries, the Alberta Minister of Transportation visited Singapore in January to discuss future Canadian grain sales in the region.

Relations with Indonesia featured the visit to Canada in December of the Indonesian Minister of Research and Technology. During the visit, areas of possible co-operation in science and technology were discussed. Commercial interests were stimulated during 1978 by the signing of a contract by the Indonesian Government and Canadian firms for a feasibility and engineering study of a \$1.4-billion World Bank mining, transportation and power project. This project will substantially augment power generation on the island of Java. In November, the President of the Export Development Corporation visited Indonesia and concluded arrangements for a \$500-million open line of credit to be extended to that country. During the year, there was also a rapid expansion in the level of commitments to Canada's development-assistance program which concentrates its efforts in the fields of agriculture, water resources, transportation and power.

A prominent aspect of Canada's relations with Thailand during 1978 was the commencement of two bilateral development-assistance projects: a rural-electrification scheme with a \$10-million Canadian contribution and a family-planning project, which received a \$7-million contribution. Canadian companies continued to find Thailand an attractive market for their products; there was a threefold increase in Canadian exports to Thailand between 1975 and 1978.

During 1978, Canada delivered \$6.8-million worth of wheat flour to Vietnam for distribution to villages in remote areas. The sum of \$250,000 was also provided to the International Red Cross to aid

Vietnamese victims of typhoons and flood damage. At the beginning of 1978, in response to the exodus of refugees from Vietnam, Canada created a program to resettle 50 refugee families a month from Vietnam. Adequate as this response seemed in early 1978, the increase in the refugee outflow from Vietnam in the last four months of 1978 called for more extraordinary measures and the Canadian Government announced at the end of the year that 5,000 Vietnamese refugees would be accepted in 1979.

The South Asia subcontinent lies below an "arc of instability" that extends from Indochina to the Middle East and beyond. Regional political complexities have added urgency to the active involvement of the subcontinental countries in such issues as the North-South Dialogue and disarmament.

The visit to Canada in the autumn of 1978 of the Indian Minister of State for Commerce was a step on the way to refurbishing an old and friendly relation. It has been agreed that discussing future directions in this association both in Ottawa and in New Delhi would be of positive benefit to both countries.

The internal difficulties in Pakistan have caused concern in Canada. The Canadian Parliament passed a resolution requesting that President Zia-ul-Haq grant clemency to spare former Prime Minister Bhutto's life.



PART C

CULTURAL EXCHANGES AND INFORMATION  
IN FOREIGN RELATIONS

Public attitudes towards Canada constitute an important factor in relations with other countries. Informing the public abroad, particularly persons who are influential in forming opinions, about Canada and stimulating cultural and academic exchanges are, therefore, major tasks of the Department of External Affairs. In Canada, providing information to the media, to people and institutions with a particular interest in foreign affairs and to the general public has helped to broaden discussion about Canadian interests in the world.



## CHAPTER 1: CULTURAL, ACADEMIC AND SPORTS EXCHANGES WITH OTHER COUNTRIES

### Cultural agreements

The mixed commission that administers exchanges with the German Federal Republic met in Ottawa in May 1978. Meetings of the Canada-Belgium Mixed Commission and the Quebec-Belgium Sub-commission were held in October, in Liège and Brussels respectively. Federal and provincial officials met with representatives of the Netherlands in Ottawa in June and with Mexican officials in Mexico City in November to discuss bilateral cultural exchanges.

### Artistic exchanges and cultural promotion

The Toronto Symphony visited Japan and China in the spring, performing in Tokyo, Peking, Shanghai and Canton. The orchestra of the National Arts Centre toured Germany and Southern Italy; the Vancouver Symphony Orchestra played to audiences in Utah, Oregon, Nevada, Arizona and California, and the Vancouver Chamber Choir gave a concert at the National Convention of the American Guild of Organists in Seattle. The organist Raymond Daveluy participated in the Paris Summer Festival as well as in the Festival of Avignon. Eight performances in Japan by Quartet Canada were followed by a commercial tour of Korea. The Department continued to support the Orchestre mondial des Jeunesses musicales.

The National Ballet made a highly successful tour of Germany and the Netherlands and the Toronto Dance Theatre toured the Eastern United States, both with assistance from the Department. The 'KSAN dancers of British Columbia performed at the Museums Symposium in Adelaide, Australia. Inuit artists, including Charlie Patagoniak, represented Canada at the Inuit Circumpolar Conference in Barrow, Alaska.

The "One Third Ninth" of Calgary made a tour of France, Belgium, Austria, Germany and Britain, the group "Nexus" toured Britain and the Tommy Banks Band of Edmonton played at the Montreux Jazz Festival in Switzerland. This latter tour was so successful that Radio Canada International cut a record of the music it performed.

At the beginning of the year, the Department sponsored a tour in France and Belgium by the French theatre group of the National Arts Centre, which presented Buchner's Woyzek in the original production by Jean Herbiet and Félix Mirbt. During the summer, also under the sponsorship of the Department, the Théâtre du Rideau Vert of Montreal presented alternating performances of Antoine Maillet's trilogy, Évangéline Deusse, La Sagouine and Gapi, at the Festival of Avignon. At the same Festival, the Quebec author Michel Garneau, accompanied by six actors from Montreal, led a playwright's workshop. Under the joint sponsorship of the Department of External Affairs and the United States



State Department, Jean-Louis Roux, artistic director of the Théâtre du Nouveau Monde in Montreal, lectured at several American universities on developments in Canadian theatre; also in the United States, Canadians participated in the O'Neill Conference held in Waterford, Connecticut. The novelist Mordechai Richler toured universities in West Germany and Austria lecturing on Canadian culture. The poets Nicole Brassard and Paul Chamberland visited Hungary, where they exchanged views with writers and publishers.

The Department continued to co-operate with Canadian impresarios, offering assistance for several managers to attend the important conference in New York of the International Society of Performing Arts Administrators and the Association of College, University and Community Arts Administrators.

In co-operation with other government agencies, the Department ensured Canadian participation in various film festivals, such as the "retrospective" of Canadian film presented in Rome, Florence and Milan in collaboration with the Canadian Embassy and the Italian Film Archives.

During 1978, the collection "Canadian Contemporary Painters", 21 canvases by seven artists, completed its tour of six cities in Australia before returning to the permanent collection of the Art Bank of the Canada Council. Several Canadian artists and private galleries received the Department's support to participate during the summer in the Bologna Art Fair. A major print collection, "Inuit Retrospective", prepared by the Museum of Man, started circulation in the United States with the assistance of the Department of External Affairs. The Department also supported the presentation abroad of provincial exhibitions; a collection from the Alberta Art Foundation was shown in five cities in Japan, and the Ontario multi-media exhibition "We Among Others" (Life and Art in Ontario) was presented in Britain, France and Belgium. In addition, the Department's permanent print collections, which now number 14, circulated throughout Europe, Africa, Asia and the United States. Several tours sponsored by the Department brought foreign art critics and journalists to Canada and helped Canadian cultural representatives, including artists and writers, to travel abroad. The Canadian cultural centres in Paris, London and New York arranged year-round schedules of exhibitions.

The Department helped the National Gallery of Canada present the first one-man show by a Canadian artist, Michael Snow, at the Georges Pompidou Arts and Culture Centre in Paris, and continued throughout 1978 its program of donating books, films, records and slides to the library of the Centre.

The Department sponsors two annual literary prizes: one for French language entries in co-operation with Belgium, and the other for English entries in co-operation with Australia, which are awarded in

alternate years. In 1978, the Canadian writer Jacques Godbout and the Australian poet Thomas Shapcott were the recipients. Certain libraries abroad that were repositories of Canadian books had their collections augmented by the Department's annual donation of Canadian titles.

### Sport

The Commonwealth Games were held in Edmonton from August 3 to 12, 1978, and were attended by almost all Commonwealth nations despite fears that the issue of sports contacts between New Zealand and South Africa might lead to the withdrawal of various countries from the Games, as happened at the Montreal Olympics in 1976.

The Cuban Minister of Sport visited Canada in December as a guest of the Minister of State for Fitness and Amateur Sport. As a result of this visit, a very active exchange schedule was arranged for 1979, including the provision by Canada of a coach for the Cuban National Swim Team on a long-term contract. Though Canada has received many coaches from abroad during the development of its national sport program, this was the first time it had been able to provide such assistance to other countries.

### UNESCO

The activities of the United Nations Educational, Scientific and Cultural Organization, encompassing the natural and social sciences, education and culture, are of interest to many governmental departments and agencies in Canada, both federal and provincial, to institutions of higher learning, and to a number of private organizations and individuals. The Department co-operates with the Canadian Commission for UNESCO to ensure that the organization benefits fully from Canadian experience and that affiliated Canadian bodies are kept informed of matters that concern them.

UNESCO's General Conference, which meets every two years to discuss the organization's biennial program and budget, gathered in Paris during October and November. For the first time in UNESCO's history, a Canadian, the deputy-head of the delegation, Professor Napoléon LeBlanc, was elected President of the General Conference.

### Youth exchanges

Under various programs, young people from Canada and abroad were given the opportunity of visiting each other's countries, where they stayed with families, worked on public-service projects and travelled extensively. The Young Leaders Program involved students from Belgium and France in exchanges with young Canadians, and a summer-work program exchanged students between Canada and Germany. The Young Technicians Exchange Program involved young professionals from Canada and Mexico.

### Canadian Studies Abroad

The Department continued its program of Canadian studies abroad designed to expand the nucleus of professors and students versed in Canadian subjects. The areas principally concentrated on during 1978 were the United States, Britain, France, Japan, Germany, Italy and Belgium.

Canadian studies continued to expand in the United States during 1978 under the co-ordination of the Association for Canadian Studies in the United States, which is supported by the Department of External Affairs and has more than 500 members drawn from nearly all 50 states. Contributions were made to Yale, Northwestern and Duke Universities to help develop academic interest in Canadian affairs.

The British Association of Canadian Studies received support from the Department for seminars and for publication of its Bulletin of Canadian Studies. A number of universities now offer courses pertaining to Canada. The Chair of Canadian Studies at the University of Edinburgh's Centre for Canadian Studies, a Canadian History Fellowship at the University of Sussex in Brighton and a guest lectureship in Commonwealth History at the University of Leeds all received support.

Seventeen French universities are involved in the study of Canadian subjects, including Bordeaux and Grenoble, which have multidisciplinary Canadian Studies centres. In Paris, the Canadian Cultural Centre and the Maison des étudiants canadiens in the Cité universitaire both organize numerous activities related to this program. In 1978, 15 French universities received 2,200 books and subscriptions to 129 Canadian journals, magazines and newspapers. In 1978 also, six university professors from France obtained fellowships from Canada for research in Canadian studies; this formula encouraged the setting up of new courses. Some 30 Canadian professors received financial assistance in order to take part in conferences or seminars or to teach in French universities. Steps have been taken by both countries towards exchanges of some 65 graduate and post-doctoral students. Following a review of the selection criteria, the Canadian Government's assistance will now be awarded primarily in the Canadian studies sector or in fields in which Canada's expertise has been internationally recognized. The Department awards travel scholarships to persons selected by Canadian universities to act as English language monitors in French universities or lycées. This is a reciprocal program and the Canadian universities receive French language instructors in exchange. In 1978, 42 English language monitors from 21 Canadian universities took part in this program.

In the case of Japan, the Canadian studies program now encompasses some ten universities in the Tokyo and Kyoto area, and centres on a full-time visiting professorship of Canadian studies at Tsukuba, Keio and International Christian universities. The annual conference of the Japanese Association of Canadian Studies, held in November 1978, was attended by more than 40 Japanese scholars.



In the Federal Republic of Germany, in Italy and in Belgium, programs of Canadian studies with the same elements as those described above were maintained and in some cases expanded during 1978. In addition, an extensive program of scholarships and academic exchanges involving not only the countries mentioned above but a number of others was carried out by the Social Sciences and Humanities Research Council of Canada on behalf of the Department.

The Department, with the co-operation of the Association of Universities and Colleges of Canada and the Social Sciences and Humanities Research Council, has made it financially possible for 100 students, professors and researchers to study and to research in the People's Republic of China and in the Soviet Union. Along with the provincial governments and the Council of Ministers of Education of Canada, the Department co-ordinated the visit by the Chinese Deputy Minister of Education and his delegation in October 1978.

## CHAPTER 2: INFORMATION PROGRAMS AND MEDIA RELATIONS IN CANADA AND ABROAD

### Information Services Abroad

All Canadian embassies, high commissions and consulates engage to some degree in press relations and information work. Such activity is most intense in the largest missions, such as Washington, London, Paris and Tokyo, but even the smallest missions are required to have information programs and are provided with resources for that purpose.

With the support of information materials produced both in Ottawa and abroad, a wide range of projects was undertaken in 1978 to convey the messages of the Government's information program to foreign audiences in terms suited to their special interests. Films, exhibits, audio-visual aids, publications, speeches and seminars were used to create a clearer understanding of Canadian aims, policies and achievements, to portray Canada as a distinctive, sophisticated and stable society with much to offer the rest of the world, and to inform the foreign public of political and economic developments in Canada.

Canadian missions abroad paid increased attention to the foreign media. To help them keep up with developments in Canada, they were sent briefing materials on Government policy, texts of statements and speeches, press scans and press-guidance and background materials on a variety of domestic and foreign-policy issues, including the economic situation in Canada, federal-provincial relations, energy, urbanism and developments in science and technology. Illustrated articles and photo-stories were prepared for foreign publications. Press kits were put together for journalists accompanying Canadian ministers making visits abroad or attending international conferences, and for journalists visiting Canada with foreign leaders. Under the Department's Visits Program, briefings and familiarization tours were organized for nearly 800 journalists and "opinion-formers" from 48 countries. Background material was prepared for speech-makers, and lecture tours by Canadians were arranged both at home and abroad in support of specific objectives.

Motion pictures continued to play a basic role in the public-affairs program. As in previous years, the Department sent prints of National Film Board and private films, in a variety of languages, to its posts and provided assistance to foreign film teams on location in Canada. It also took part in the production of a film on Canada specially created for television viewers in the United States, a documentary on the Canadian political system and an "orientation" film on Canada for use throughout the world.

In keeping with the expanding role of television in mass communications, the Department provided assistance to foreign networks wishing to do programs in Canada. Twenty-six such posts -- in the United States, Western Europe and Japan -- received public-affairs

features, provided by the Department in co-operation with Canadian television organizations, for showing to selected audiences. Two series of film-clips produced by the National Film Board and the National Research Council were distributed specifically for television use. Many films were transferred to videotape for use by Canadian missions with appropriate facilities.

Exhibits continued to support public-affairs activities as components of larger events and as attractions in their own right. During 1978, two photo exhibits entitled "Trees" and "Structures," were produced, as well as a small travelling exhibit on Canada viewed as a bilingual and multicultural country. The Department also participated in exhibits for international trade fairs in Algiers and Dakar, and produced exhibits for the Canadian Passport Office in Toronto, the Canadian National Exhibition, the American-Canadian Week in Minneapolis and the "Salute to Canada", in Houston, Texas. In all, some 34 exhibits appeared during the year in 186 cities of 48 countries.

In 1978, the Department produced publications on Canadian subjects in English, French and a number of foreign languages for selected readerships in Canada and abroad. Their titles included Canada at Belgrade, a report on Canadian participation in the World Human Rights Conference, Canada, a general brochure, and The Challenge of Canadian Federalism, a basic exposition of the Canadian Parliamentary system. A new booklet was written to replace Facts on Canada, an educational photo-sheet on Canada was produced, 36 general-information kits were prepared and 100 special projects were undertaken in response to public affairs needs at posts. In addition, the Department began the production of a series of "response sheets" designed to assist posts to deal effectively with the heavy load of inquiries they receive, but with minimal expenditure of time and effort. Canada Weekly was distributed on request in English, French and Spanish to some 20,000 readers round the world. Nine Canadian missions abroad produced periodicals in local languages.

#### World Exhibitions Program

The International Bureau of Exhibitions (BIE) increased its activities substantially in 1978. Plans for a universal exposition in Los Angeles during 1981 were cancelled by the United States, but development of the special international exhibition on energy in Knoxville, Tennessee, in 1982, proceeded smoothly.

Late in 1978, at the request of the government of Quebec and the City of Montreal, the Canadian delegation to the BIE requested the registration of Les Floralties Internationales de Montréal, planned for 1980. Official registration of the event will take place early in 1979. The government of British Columbia asked the Canadian delegation to reveal to the BIE membership preliminary plans for a special international exhibition on transportation to be held in Vancouver in 1985 or 1986.



### Media Relations and Information Activities in Canada

The Department through the Press Office explains the orientations of Canada's foreign policy to the Canadian media and makes known the views of the Secretary of State for External Affairs on international events. This Office keeps the Minister and the Department informed on the international relations content of the printed and electronic media; it arranges briefings, press conferences and meetings with the Minister. Canadian journalists going abroad are assisted in various ways by the Department and posts. By means of a daily press scan and other reporting of Canadian news and events, the Press Office and other branches of the Department assist Canadian posts in their media relations work abroad mentioned in the preceding chapter. The foreign media are also informed and assisted in various ways through regular contact with foreign correspondents covering the Canadian scene from their Canadian or overseas base.

When the Prime Minister or the Secretary of State for External Affairs travels abroad in an official capacity, accompanied by Canadian journalists, to take part in the activities of international organizations, the Press Office arranges a briefing to explain the objectives of the visit and provides a press kit containing all necessary background material. In 1978, arrangements of this sort were made for the Prime Minister's visit to Washington for the NATO Summit and for his participation in the Bonn Economic Summit, as well as when the Secretary of State for External Affairs participated in the OECD Council meeting in Paris and then visited Turkey, Cyprus, China and Japan. Appropriate media arrangements were made in Canada on the occasion of visits by foreign dignitaries.

The Department also maintains programs intended to develop close relations with the academic community both to provide interested professors and students with information about Canadian foreign relations and to develop a dialogue between members of that community and members of the Department. In 1978 the following activities served these objectives. Departmental officers gave over 225 lectures and seminars at universities. Senior officers freed from departmental duties for one year so that they might devote their time to teaching, writing, doing research and holding seminars on international relations were at the Universities of Victoria, Laval, King's College and Western Ontario. The Department provided financial support for 13 academic conferences, as well as for speakers at a number of other conferences on international themes.

One area of departmental activity of close interest both to members of the academic community and to other researchers and writers on Canadian foreign relations is that of historical affairs. The Department both carries out its own research and publication in the historical field and arranges access to archives for scholars. In the former field, work in 1978 was concentrated on Volume 9 of Documents on

Canadian External Relations (the period dealt with is 1942-43) and on Volume 2 of Documents on Relations between Canada and Newfoundland. Work was initiated on a history of the Department of External Affairs to be published in 1984. Oral history interviews were carried out with retired senior officers, partly with reference to preparation of a book on a former Under Secretary, N.A. Robertson. Members of the Historical Affairs Division spoke at universities and published articles.

In facilitating the work of scholars, the Department approved for release a number of articles based on research done on departmental files; it also reviewed manuscripts of doctoral theses for which research was carried out in the Department. It was responsible for granting controlled access to files; almost 50 professors and doctoral students were given permission to consult certain departmental files during 1978. Oral and written replies to numerous requests for information were attended to at a rate of about 60 a month. Extensive examination of files was carried out with a view to their transfer to the Public Archives of Canada and eventual use by scholars.

For the general public, schools and special interest groups in Canada, the Department provided services and programs of an informational nature on Canadian foreign policy; these included an enquiries service to answer the Canadian public's mail and telephone requests.

1978 projects were as follows: a film entitled "The Pearson Building"; a visits program under which Members of Parliament, journalists, teachers and others travel to the headquarters of the North Atlantic Treaty Organization, the European Economic Community and other international organizations to learn more about Canada's multilateral links; a small publications program; projects such as a tabloid on Canada-U.S.A. relations and a series of audiotapes on foreign policy developed in conjunction with provincial educational authorities for use in high schools; an information kit for Commonwealth Day; a speakers program to allow Canadian Heads of Mission to travel across Canada to speak to community groups and representatives of the press as well as to appear on radio talk-shows and T.V. public affairs programs.

#### Reorganization in the Department

In 1978, the former Bureau of Public Affairs was divided into two Bureaux, one of International Cultural Relations and one of Information in order to achieve a more effective development of programs in these two fields. These two Bureaux and the Press Office are responsible for the headquarters work in the programs described in the present chapter and in the preceding one.





PART D

PROTECTION OF  
PRIVATE INTERESTS ABROAD



### Consular Activities

Although there was an apparent levelling-off in foreign travel by Canadians during 1978, there was a general increase in demand for consular services at 110 Canadian diplomatic posts abroad.

In Ottawa, the Bureau of Consular Services co-ordinated the consular activities of these posts to provide a wide range of assistance to Canadians living or travelling abroad. Its responsibilities included: analysis of consular reports and statistics; development of consular policy; the negotiation of consular conventions and multi-lateral and bilateral agreements; management of consular training and evaluation programs; monitoring of relevant legislative developments; liaison with the travel industry; and provision of advice to the public on questions about consular services. At diplomatic and consular posts, consular work ranged from the issuing of passports, the providing of notarial services and the relief of Canadian travellers who were ill, penniless or in legal difficulties, to emergency evacuations from troubled countries.

### Consular Assistance

In 1978, Canadian posts reported over 540,000 cases of consular services, the large majority of which were routine matters involving the issuing of passports and the provision of notarial services, or assistance with citizenship questions. In the more serious categories of consular assistance, there was a slight decrease in the number of Canadians requiring financial help. Canadian posts assisted 2,744 persons (compared to 2,800 in 1977) in obtaining funds from relatives or friends in Canada or provided other forms of emergency relief. The number of Canadians repatriated on a cost-recovery basis increased significantly to 375 cases from a previous average level of 250 persons a year.

Canadian posts also provided assistance and advice to next-of-kin in dealing with the deaths abroad of 417 Canadians. During 1978, the number of Canadians arrested or detained by foreign authorities increased slightly; consular officers assisted 864 Canadians in obtaining legal counsel and in communicating with their families. In addition to ensuring that Canadians had the full benefit of due process of law in the countries concerned, consular officers endeavoured to ensure fair and non-discriminatory treatment of Canadian prisoners and detainees, and maintained regular contact with them. In 1978, 255 persons were detained or imprisoned on drug charges, compared to 275 in 1977; 588 Canadians encountered emergency medical problems abroad last year and required assistance from Canadian posts.

With the outbreak of civil disorder and political unrest in Iran in the late autumn, contingency plans for the protection of Canadians were implemented and led to one of the few full-scale



evacuations in Canadian consular history. Throughout the operation, close liaison was maintained with the companies that employed Canadians in Iran, with the posts involved in the operations, and with the Department of National Defence. With the co-operation of the Iranian authorities, all Canadians whose lives were endangered by the course of events were safely evacuated.

Before the outbreak of hostilities in Iran, Canada had concluded a treaty with the Imperial Government of Iran that eliminated the exit-visa requirement for Canadian visitors and residents of Iran. The agreement involved an exchange of notes amending the 1961 agreement concerning visa requirements for non-immigrant travellers from both countries.

In 1978, Canada and the United States exchanged instruments of ratification bringing into force a treaty on the execution of penal sentences (transfer of parolees and prisoners). During the first transfer of Canadian and U.S. inmates, which took place on October 12 and 13, 1978, 29 Canadian prisoners in U.S. institutions who had applied for and been granted permission to return to Canada and 40 U.S. inmates of Canadian institutions returned to their homelands. Canada is continuing to discuss with other countries the possibility of negotiating similar treaties.

The Department maintained its active interest in developments pursuant to the Conference of Security and Co-operation in Europe and in particular sought further progress in the field of family reunification. During 1978, progress was steady and many long-standing cases were resolved. Canada made new representations to Czechoslovakia in November 1978 and undertook a stepped-up program of consultations with a number of countries throughout the year in an effort to resolve outstanding cases.

The bureau of Consular Services played a co-ordinating role in the processing of visa applications by non-immigrants from certain designated countries. The number of visas issued continued to increase, particularly those issued to trade representatives.

With the increased involvement of the Department in the protection of human rights and the escalation of the global refugee problem, the bureau appointed in 1978 a Special Adviser on Refugees, who also serves on the Refugee Status Advisory Committee. During 1978, that committee reviewed 639 claims for refugee status. In addition, the Department strongly supported the humanitarian efforts of the United Nations High Commissioner for Refugees to obtain a generous international response to the plight of refugees throughout the world, and played an active co-ordinating role in dealing with urgent problems of Indochinese refugees picked up in the South China Sea by Canadian-registered or Canadian-owned ships.

### Awareness Program

The Consular Awareness Program continued throughout the year, focusing mainly on increasing the distribution of the travellers' booklet "Bon Voyage, but...". The response of the Canadian travel industry was encouraging. Members of the Bureau of Consular Affairs and directors of the regional passport offices undertook speaking engagements and press interviews. At the year's end, two new initiatives were under way, the preparation of televised public service announcements concerning passport and consular affairs and a seminar on consular services for members of the Canadian travel industry and travel media.

### Passport Office

The Passport Office provides passport services to Canadian citizens and issues certificates of identity and United Nations refugee-convention travel documents to legally-landed aliens now living in Canada. In 1979, there were regional passport offices in Calgary, Edmonton, Halifax, Hamilton, Montreal, Quebec, St. John's, Saskatoon, Toronto, Vancouver and Winnipeg.

In 1978, the total number of passports issued increased to 754,116, 2.1 percent over the figure for 1977. Of that total, 42,631 passports were issued at Canadian diplomatic missions abroad. Of the balance, 326,476 passports were issued from Ottawa while the regional passport offices issued 385,009.

The number of certificates of identity and refugee travel documents issued was 1,708, 47.9 percent below that of the previous year. It is believed that this is due to a drop in the number of refugees coming into Canada compared to the period 1975-77, and to the effect of the reduction from five years to three in the waiting period required to obtain Canadian citizenship.

The number of valid passports in current use as at December 1978 was estimated at 3,262,000.

The regional passport offices lend support to headquarters information activities on passports and consular services, on conditions in troubled parts of the world, on the whereabouts and well-being of relatives travelling abroad and to transfer funds to those in distress.

### Foreign Claims Commission

During 1978, the Secretary of State for External Affairs received periodic reports and recommendations from the Foreign Claims Commission on eligibility or non-eligibility of Canadian citizens for awards out of Foreign Claims Funds relating to Poland and Czechoslovakia. The Commission is an independent body, set up under the Inquiries Act to examine such claims and recommend on them to the

Secretary of State for External Affairs and the Minister of Finance. The funds consist of moneys received from Poland and Czechoslovakia, under agreements with Canada, in settlement of claims by Canadian citizens whose property had been nationalized (or otherwise attached) before the dates of the agreements.

#### Private International Law

In the area of private international law, the Department offers a variety of services to facilitate legal proceedings involving Canadian and foreign jurisdictions on the basis of conventions or by arranged procedures. With the greater mobility of individuals, social security benefits, maintenance orders and judgments and other related matters have become subjects of international co-operation. As many of these subjects fall within the area of provincial jurisdiction, liaison is carried on between the Department and the Provinces to establish and administer the necessary reciprocal arrangements.

Another area of co-operation between states involves the enforcement of criminal law; in this area also, the Department ensures the required liaison in Canada and abroad. During 1978, negotiations were conducted with the Netherlands for a new extradition treaty and work was almost completed on a draft text. A new Fugitive Offenders Bill, based on the model prepared for the Commonwealth Law Ministers meeting in London in 1966, passed the Senate in December 1978; when this Bill is enacted, Canadian legislation will be in line with fugitive offenders acts throughout the Commonwealth and with recent extradition treaties Canada has concluded with other countries.

The Department's Bureau of Legal Affairs has also become extensively involved in the international aspects of a number of civil kidnapping, or "childnapping", cases involving disputes between a mother and a father over custody of a child. The number of cases of this kind has been increasing. The Department Bureau has attempted to obtain reports on the well-being of the children involved and, if possible, has helped arrange for their return to Canada in cases where Canadian courts have already ruled on custody. Partly because of the acute personal distress often caused by such disputes, there has been considerable public interest in the role of the Federal and Provincial Governments. For their part, eight of the ten provinces have adopted model provincial legislation on reciprocal enforcement of provincial custody orders since 1975. Internationally, Canada has moved on two fronts to seek co-operation in this field. First, within the context of the Commonwealth, member countries directed that early examination be given to the possibility of greater co-operation in the enforcement of custody orders. Secondly, and again at Canada's request, this subject has been placed on the agenda of the 1980 Hague Conference on Private International Law; it is hoped that a draft convention dealing with this subject will be presented to that conference.



In 1978 the Transfer of Offenders Act was passed by Parliament. This legislation permits Canada to carry out the obligations assumed in treaties providing for the execution of penal sentences under which, on a reciprocal basis, Canadian citizens sentenced to imprisonment in foreign countries will be permitted to serve their sentences and parole in Canada. A Canada-U.S. treaty on transfer of prisoners was ratified in July 1978 and is now in force; a similar treaty was signed with Mexico in 1977 and a transfer of offenders treaty with France was initialled in 1978.



PART E

FORMULATION OF POLICY AND  
THE INSTRUMENTS OF POLICY





### Federal-Provincial Co-Ordination

The federal-provincial co-ordination function serves to strengthen the Canadian government's capacity to meet the growing international aspirations of the provinces, to help the latter carry out their recognized international activities and to formulate government policy on the international activities of the provinces and on their role in Canadian foreign-policy-making.

The provinces have access to the Department's telecommunications network and to the services Canada's diplomatic missions abroad can provide. The Division administers an Information-Flow Program in which the ten provinces take part and which provides them with analyses and information from the Canadian embassies in Washington and to the European Economic Community on policies and activities of the United States and the EEC in areas of provincial interest. The program has been carried out by means of oral briefings, exchanges of visits by officials, and a regular flow of written reports and documents; it covers matters that include natural resources and environment as well as energy and trade.

The year 1978 was one of continued provincial activity on the international scene, particularly multilateral activity. Several international conferences involved the participation of various provincial governments: the twentieth Conference of UNESCO, the thirty-first session of the World Health Assembly, the nineteenth Conference of the Food and Agriculture Organization, the sixty-fourth session of the International Labour Organization Conference, plus several sectorial meetings of the Commonwealth and the OECD, particularly in the education field. The provinces were consulted in the preparation for Canada's participation in the United Nations Conference on Science and Technology for Development, and they co-operated in drafting the report presented by Canada to the United Nations as their contribution to the International Covenant on Civil and Political Rights.

With regard to relations with the European Economic Community and implementation of the Canada-EEC Framework Agreement, the provinces took part in the work of two subcommittees of the Joint Co-operation Committee (JCC) dealing with industrial and general co-operation respectively. The interested provinces were able to take part in joint working groups created by the subcommittees to study specific questions such as aeronautics, telecommunications, forest products, metals and minerals. The exchanges and official contacts between provincial officials and Community representatives were continued and led to productive consultations concerning asbestos policies among other things.

The provinces showed a similar interest in the Canada-Japan Joint Economic Committee; as a result, arrangements were made which enabled the provinces to be associated with the Committee and to be kept informed of the progress made in discussions and relations between Canada and Japan.

In immigration matters, the year 1978 saw the implementation of a number of aspects of the Cullen-Couture agreement concerning immigration to Quebec. Numerous consultations were held between the responsible federal departments and their Quebec counterparts on the question of permanent assignment of Quebec immigration officers to Canadian embassies abroad. Immigration officers of the government of Quebec are already posted in Beirut, Rome and Buenos Aires.

Several provinces were involved in the visit to Canada of a large Chinese delegation that came to study audio-visual education. As well, a number of Canadian universities, with the agreement of the provincial governments, expressed interest in receiving Chinese students under a program aimed at placing students in Western universities announced last summer by the Peking government.

#### Visits

The Federal-Provincial Co-ordination Division helped make arrangements for a number of provincial leaders going abroad; these included Premier Davis of Ontario, who visited San Francisco as well as Europe, and who also led a ministerial mission to the Middle East, and Premier Moores of Newfoundland, who went to Oslo, London and the Federal Republic of Germany as part of the campaign to defend seal hunting. In addition, arrangements were made for visits abroad by numerous ministerial delegations from the ten provinces.

In 1978 also, the Division co-ordinated arrangements for visits by Mr. Begin, Prime Minister of Israel, to Montreal and Toronto; by Mr. Andreotti, Premier of Italy, to Quebec and Ontario; by the Belgian Minister of Foreign Affairs to British Columbia; and by the Petroleum Minister for Saudi Arabia to Alberta and Ontario.

#### Interdepartmental Co-Ordination

During 1978, the Interdepartmental Committee on External Relations (ICER) continued to execute the Government's policy of restraint through the "country-programming" system and also through separate initiatives as required. Manpower resources were reduced and redeployed to ensure that global priorities would continue to be met within budgetary constraints. As part of a continuing study of the use and deployment of human and other resources in countries with more than one Canadian mission, the first phase of a detailed study of the extent, level and location of resources in the United States was completed. A study of France and Germany was also launched with a view to determining the most effective resource-allocation in those countries.

The past year witnessed a considerable increase in the activity of the ICER, and progress was made towards standardizing Departmental procedures abroad through the establishment of an interdepartmental inspection team. The authority and responsibility



of heads of mission have been clearly defined to ensure standard operating procedures at all Canadian establishments.

Annex II, Table I provides a summary of the location of the 118 Canadian posts in existence in 1978-79 and the 4,725 persons engaged in carrying out the Government's 13 foreign-operations programs in some 140 countries and 30 major international institutions. Annex II, Table II indicates the relative number of man-years devoted to the major foreign-operations programs by program personnel, and Annex II, Table III breaks down the number of program staff abroad by department or agency.

### Policy Planning

A Policy Planning Secretariat assists the Under-Secretary and top management by evaluating the effectiveness of current policies in the light of changing international and domestic circumstances, advancing options and suggesting new directions in foreign policy. It also works to strengthen the Department's function as the federal agency responsible for the management of Canada's foreign relations.

During the year, a set of regulations governing locally-engaged staff was completed, which will be introduced at posts on a gradual basis to ensure the effective administration of locally-engaged staff was completed, which will be introduced at posts on a gradual basis to ensure the effective administration of locally-engaged staff throughout the world.

### Executive Information

An Executive Information Service was established in 1978 as a staff unit of the Office of the Under-Secretary. Its principal responsibility is effective communication at headquarters, between headquarters and posts, with employees and with other departments and agencies of Federal Government that have an interest in Canada's foreign relations. This responsibility it discharges by the headquarters circulation of daily summaries of important communications between the Department in Ottawa and the missions abroad, by regular publication and distribution within the Government of material concerning foreign-policy matters and by the encouragement of greater contact between senior management and the branches of the Department.

### Security and Intelligence

The Bureau of Intelligence Analysis and Security is responsible for programs designed to ensure the physical security of documents and communications and the safety of personnel both at posts and at headquarters. Responsibility for matters of international terrorism and emergency preparedness also belong to this bureau, as does the Operations Centre of the Department. From numerous sources, officers of the

bureau collate and analyze political and economic intelligence used as a basis for policy formulation on matters affecting Canada's interests.

### Foreign Representation in Canada and Protocol

The number of countries having diplomatic relations with Canada is now 134: there are 72 resident ambassadors, 20 resident high commissioners, 29 non-resident ambassadors and 13 non-resident high commissioners. In addition, there are the International Civil Aviation Organization (ICAO), which is located in Montreal, with representatives from 41 nations and a secretariat, the delegation of the European Economic Commission, the Office of the High Commissioner for Refugees, the International Labour Office and the United Nations Audio-Visual Information Centre on Human Settlements. There are, as well, 322 consular and other foreign representative offices in Canada.

### Protocol

During 1978, the Office of the Chief of Protocol maintained contact with the missions, providing services and advice in accordance with Canada's obligations under international conventions and Canadian laws and regulations. Such matters as the protection of foreign embassy and consular personnel, and ceremonial arrangements involving the diplomatic corps and Government hospitality to foreign visitors, were the responsibility of this office. It was also responsible for overseeing the privileges and immunities of 801 diplomatic personnel, some of whom were resident outside Canada, 646 individuals and their families attached to consulates, and 392 foreign administrative and support staff and their families. There were also 313 private servants working for foreign representatives. At the ICAO headquarters in Montreal there are, apart from the representatives of 41 countries, a Secretariat staff of 205 international civil servants, including senior officials with status similar to that of the diplomats. The office continued to help newly-arrived foreign personnel to understand Canadian customs and the Canadian laws and regulations they would be expected to observe, and while protecting the interests of Canadians, to intervene to prevent misunderstandings between members of the diplomatic community and Canadian citizens from adversely affecting the work of foreign missions.

The Office was also responsible for welcoming foreign visitors and for offering them Government hospitality. In 1978, the Office organized 452 hospitality functions and co-ordinated arrangements for 133 visits to Canada. These included state or official visits by: the heads of state of Mali, the Netherlands and Senegal; the heads of government of Israel and Luxembourg; and the ministers of foreign affairs of Australia, Barbados, Turkey, the United States of America and Zaire. Arrangements were also co-ordinated for official travel abroad, firstly by the Prime Minister, to Britain, France, the Federal Republic of Germany, Jamaica and New York; and by the Secretary of State for External Affairs, to the People's Republic of China, Cyprus, Hong Kong, Japan, Namibia, Spain and Turkey.

### Privileges and Immunities

The Department has general responsibility for the interpretation and application, in Canada and abroad, of the principles contained in different international agreements on privileges and immunities affecting diplomatic and consular missions and international organizations.

One of the Legal Affairs Bureau's tasks in 1978 was to provide advice on the trends in international law regarding the privileges and immunities of international organizations whose activities have a commercial aspect. During 1978 therefore, Canada took part in international meetings to determine which privileges and immunities could apply to the International Telecommunications Satellite Organization (INTELSAT) and the International Maritime Satellite Organization (INMARSAT). The protocol which was adopted, at a diplomatic conference, on the privileges and immunities of INTELSAT is the first multilateral agreement that attempts to define the line of demarcation between the administrative and commercial activities of such an organization -- with respect to the former, the Organization enjoys immunities and with respect to the latter, it must act as a responsible corporate citizen and obey the laws of various nations. These rules will undoubtedly have repercussions for INMARSAT and probably for the proposed "Enterprise" created by the International Seabed Authority to develop the seabed, or for other organizations of a partially commercial nature.

In addition to these developments in international law, the Bureau has proceeded with a review of existing legislation in order to provide grants in lieu of taxes to Canadian municipalities in respect of buildings belonging to international organizations. These grants would be in addition to those already given in respect of consular and diplomatic properties.

### Personnel

The Bureau of Personnel is responsible for the working conditions of the 1,995 employees at headquarters and the six regional passport office as well as of the 1,345 Canadians and locally-engaged employees at 123 posts.

In 1978, major changes were made to improve administrative systems and to adapt to Government-decreed personnel reductions and budgetary constraints. Thus the bureau was reorganized in accordance with a realignment and rationalization of its functions. The Personnel Policy and Official Languages Division (in particular one of its three sections - policy Development and Co-ordination) was designed to serve as an active focus for longer-range policy issues. The Evaluation, Analysis and Data Services Section helps assess personnel management in the Department; it also operates a computerized personnel-information system and performs compliance audits of the staffing and classification



functions as required as a condition of delegation from central agencies. The Official Languages Section administers both the Department's Official Languages Program, providing "mandatory input" and guidance, and the Federal Government's policy on official languages. In addition, the Personnel Policy and Official Languages Division has undertaken to provide other governments, on request, with programs of training in the organization and operation of a foreign service. In co-operation with the Public Service Commission, this division is preparing a seminar on Canadian foreign policy for executives of the public service.

Renewed emphasis was placed during the year on improving the Department's ability to provide the specialized training and career development needed to enable its support personnel to function effectively both in Canada and abroad.

The Department has adopted a policy of "career-streaming" for its Foreign Service Officers. This is designed to assist officers in developing increased expertise in key areas of international relations and a deeper understanding of major Canadian domestic policies. The latter purpose will be achieved by increasing the number of secondments to other departments and agencies of government.

The appraisal and promotion system has continued to evolve in response to the challenge of the uniquely mobile character of the Department's operations. About 145 officers were posted during the year.

The National Joint Council began its triennial review of the Foreign Service Directives: management and staff associations consulted on the revision of the Directives to ensure that they remained responsive to changing circumstances and provided not only incentive to serve abroad but where possible conditions of work comparable to those in Ottawa. The Directives are designed to recognize the requirement for employees to work abroad in a wide variety of circumstances and environments, while promoting good morale and the effective performance of duties.

During the year, a set of regulations governing locally-engaged staff was completed, which will be introduced at posts on a gradual basis to ensure the effective administration of locally-engaged staff throughout the world.

(A complete listing of Canada's missions abroad may be obtained from the Domestic Information Programs Division of the Department).

#### Physical Resources

The management of the Department's overseas real estate is entrusted to the Bureau of Physical Resources. The bureau also has

responsibility for a long-range capital program approved by the Treasury Board in 1974 and funded at a level of \$20 million annually; the object of the program is to increase Crown ownership of office and living accommodation abroad as an economic alternative to escalating rental costs. The bureau manages a realty inventory valued at approximately \$250 million; annual budgets total \$30 million.

During 1978, the bureau continued with design work and negotiations on a number of projects in Belgrade, Lagos, Mexico, Moscow, Paris, Tokyo and Washington; an agreement was signed in Peking to acquire a site and begin planning for the design and construction of an office, an official residence and staff accommodation.

Acquisition of properties was concentrated during the year on western hemisphere countries where good economic opportunities became available. Chancery purchases were completed in Georgetown (site), Kingston and Lima (addition), as well as Bordeaux. New official residences were purchased in Bridgetown, Lima, Hong Kong and Atlanta. In total, some 30 staff quarters were also acquired in locations such as Bridgetown, Buenos Aires, Lima, Port of Spain, Santiago, Kinshasa, Lusaka, Nairobi, Manila, Tokyo and Oslo.

Other activities of note during the year included leasing of property in Kuwait for the opening of the new post, the completion of an annex to the Cairo Chancery, and redevelopment of the New Delhi official residence compound. The 1978 budget for furniture, furnishings and vehicles was about \$5 million.

#### Communications

Telegraphic traffic during 1978 approached two and a half million messages, of which approximately half were carried for departments other than External Affairs.

A new high-capacity computerized message switch was installed in Ottawa that permitted the realignment of most of the telegraphic circuits serving posts abroad. The establishment of direct links with headquarters largely eliminated major overseas relay operations and made possible controls and operating disciplines that had previously been impossible. Network performance was improved, with considerable reduction of personnel costs abroad.

New communications equipment was prepared, installed and activated at many posts abroad. The continuing re-equipment program is improving traffic-handling capabilities and yielding additional personnel savings overseas. Several new systems were developed further as pilot projects for future application. Telephone services in Ottawa and abroad were developed to meet special requirements and to achieve operational economies.

Regionalization of the diplomatic courier service was introduced in the Far East (Bangkok) and strengthened in Paris in an effort to bring the working conditions for couriers into line with accepted practices, to reduce overtime and to help stabilize costs without substantially reducing services.

To economize on some of the Department's typing operations, a Word-Processing Services Section was established at headquarters in 1977, and expanded in 1978, as a central service available to all sections of the Department. It has proved to be of greatest use in the editing and production of long texts, "multiple" letters and letters with variable inserts, and in the process of altering the layout of publications.

Major progress was made in implementing an automated information-storage and retrieval system.

With promulgation of the Human Rights Act in March, a Privacy Act Officer was appointed.

#### Inspection

The Inspector General is responsible for the independent review and appraisal of the operations of Canada's diplomatic and consular posts.

During 1978, inspection-team visits were carried out at 11 posts in Latin America, five in East and West Africa, nine in Asia and the Pacific, four posts in Europe and two in the United States. Detailed reports were prepared on these visits for action or information as required. The Inspection Service is also responsible for maintaining an effective follow-up system to ensure that the corrective action recommended in the reports is taken.

#### 1978-79 Budget

In 1978-79, the Department spent \$10.6 million on various forms of assistance to Canadians abroad, mostly by way of consular services; another \$31.2 million was spent on "public diplomacy", or information and cultural relations abroad; \$32.1 million was spent on general administration. The cost of diplomatic relations with foreign government was \$139.4 million, plus \$94.1 million to provide support services for the overseas representatives of other departments and agencies, notably the Department of Industry, Trade and Commerce, the Canada Employment and Immigration Commission and the Canadian International Development Agency. The total budget for the fiscal year was \$307.4 million.

Of the above total, \$208.8 million was spent on operations and maintenance, which includes salaries, wages and personnel costs, rentals



of properties abroad, travel and communications expenses and a wide range of costs associated with the conduct of foreign operations. A further \$65.1 million was for grants and contributions, consisting of non-discretionary payments and arising from Canada's membership in a number of international organizations. Finally, \$33.5 million was used for the regular replacement of equipment, vehicles and furniture and for the acquisition or construction of property abroad.



ANNEXES





INTERNATIONAL AGREEMENTS

Bilateral Agreements

Barbados

Exchange of Notes between Canada and Barbados constituting an Interim Air Transport Agreement

Bridgetown, November 20, 1974  
Entered into force November 20, 1974  
Extended by exchange of Notes to December 8, 1975  
Further extended by exchange of Notes to March 31,  
1976, December 31, 1977 and April 1978  
Terminated April 30, 1978

Egypt, Arab Republic of

Protocol between Canada and the Arab Republic of Egypt concerning the exhibition of the treasures of Tutankhamun

Cairo, November 6, 1978  
In force, November 6, 1978

Development Loan Agreement between Canada and the Arab Republic of Egypt

Cairo, December 21, 1978  
In force, December 21, 1978

El Salvador

Development Loan Agreement between Canada and the Republic of El Salvador

San Salvador, February 15, 1978  
In force February 15, 1978

Euratom

Exchange of Letters between Canada and the European Atomic Energy Agency (EURATOM) to amend the Agreement between Canada and the European Atomic Energy Community for Co-operation in the Peaceful Uses of Atomic Energy of October 6, 1959, particularly insofar as it relates to safeguards (with additional exchange of Letters)

Brussels, January 16, 1978  
In force January 16, 1978

European Space Agency

Agreement between Canada and the European Space Agency  
concerning Co-operation

Montreal, December 9, 1978  
In force December 9, 1978  
With effect from January 1, 1979

Finland

Treaty between Canada and Finland concerning Extradition

Helsinki, June 21, 1978

France

Trade Agreement between Canada and France

Signed Ottawa, May 12, 1933  
In force provisionally, June 10, 1933  
In force definitively, November 22, 1933  
Denounced by Canada, December 15, 1977  
Termination date, March 15, 1978

Germany, Federal Republic of

Agreement between Canada and the Federal Republic of Germany  
on Film Relations

Ottawa, May 30, 1978  
In force August 16, 1978

Ghana

Technical Assistance Agreement on Military Training between  
Canada and the Republic of Ghana

Accra, February 14, 1978  
In force February 14, 1978  
With effect June 1, 1976

Haiti

Agreement between Canada and Haiti on Air Transport

Ottawa, October 12, 1978  
In force provisionally October 12, 1978



International Development Association

Agreement dated March 8, 1978 between the Government of Canada and the International Development Association amending the Agreement dated April 22, 1977, between the same Parties, to provide for the administration by the Association of certain funds to be made available by the Government for specific development projects

Washington, March 8, 1978  
In force March 8, 1978  
With effect from April 22, 1977

Iran

Exchange of Notes constituting an Agreement between Canada and Iran concerning visa requirements for non-immigrants

Tehran, November 2, 1978  
In force December 1, 1978

Israel

Agreement on Film Relations between Canada and the State of Israel

Jerusalem, March 29, 1978

Italy

Agreement on Social Security between Canada and Italy

Toronto, November 17, 1977  
Instruments of Ratification exchanged December 28,  
1978  
In force January 1, 1979

Jamaica

Agreement between Canada and Jamaica for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income

Kingston, March 30, 1978

Japan

Exchange of Notes between Canada and Japan concerning the establishment of a temporary satellite support facility at Churchill Research Range

Ottawa, February 16, 1978  
In force February 16, 1978

Parcel Post Agreement between Canada and Japan

Tokyo, April 11, 1978

In force October 1, 1978

Agreement on Fisheries between Canada and Japan

Tokyo, April 28, 1978

In force April 28, 1978

Protocol amending the Agreement between Canada and Japan for  
Co-operation in the Peaceful Uses of Atomic Energy, signed at Ottawa,  
July 2, 1959

Tokyo, August 22, 1978

Korea, Republic of

Convention between Canada and the Republic of Korea for the  
Avoidance of Double Taxation and the Prevention of Fiscal Evasion with  
Respect to Taxes on Income

Seoul, February 10, 1978

Exchange of Notes constituting an Agreement between Canada and  
the Republic of Korea concerning Textile Restraints

Ottawa, December 13, 1978

In force, January 1, 1979

Malawi

Exchange of Notes constituting an Agreement between Canada and  
the Republic of Malawi relating to Canadian Investments in Malawi  
insured by the Government of Canada through its Agent, the Export  
Development Corporation

Lusaka, Zambia and Lilongwe, Malawi, September 15, 1978

In force September 15, 1978

Morocco

Convention between Canada and Morocco for the Avoidance of  
Double Taxation and the Prevention of Fiscal Evasion with Respect to  
Taxes on Income and on Capital

Ottawa, December 22, 1975

Instruments of Ratification exchanged November 9, 1978

In force November 9, 1978

Poland

Protocol amending the Long Term Grain Agreement between Canada and Poland

Ottawa, November 27, 1978  
In force November 27, 1978

Romania

Agreement between Canada and the Socialist Republic of Romania for Co-operation in the Development and Application of Atomic Energy for Peaceful Purposes

Ottawa, October 24, 1977  
Instruments of Ratification exchanged on June 14, 1978  
In force June 14, 1978

Agreement between Canada and the Socialist Republic of Romania on Mutual Fisheries Relations

Bucharest, January 17, 1978  
In force January 17, 1978

Convention between Canada and the Socialist Republic of Romania for the Avoidance of Double Taxation with Respect to Taxes on Income and on Capital

Ottawa, November 20, 1978

Sweden

Agreement between Canada and Sweden for Co-operation in the Peaceful Uses of Atomic Energy

Stockholm, September 11, 1962  
Instruments of Ratification exchanged December 6, 1962  
In force, December 6, 1962  
Terminated November 17, 1978

Agreement between Canada and Sweden concerning the uses of nuclear material, equipment, facilities and information transferred between Canada and Sweden

New York, September 27, 1977  
Instruments of Ratification exchanged  
November 17, 1978  
In force November 17, 1978



United Kingdom

Agreement between Canada and the United Kingdom of Great Britain and Northern Ireland for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Duties on the Estates of Deceased Persons

London, June 5, 1946  
In force November 6, 1946  
Terminated September 30, 1978

Convention between the Government of Canada and the Government of the United Kingdom of Great Britain and Northern Ireland for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with Respect to Taxes on Income and Capital Gains

London, September 8, 1978

U.S.A.

Treaty between Canada and the United States of America on the execution of Penal Sentence

Washington, March 2, 1977  
Instruments of Ratification exchanged July 19, 1978  
In force July 19, 1978

Exchange of Notes between Canada and the United States of America, together with the Annexed Memorandum of Agreement, providing for a Revised Schedule of Tolls to be levied for the use of the Navigational Facilities of the St Lawrence Seaway

Washington, March 20, 1978  
In force March 20, 1978

Exchange of Notes between Canada and the United States of America (with attached Memorandum of Understanding) concerning co-operation in the development of Space Remote Sensing for Global Crop Information

Washington, March 31 and April 10, 1978  
In force April 10, 1978

Exchange of Notes between Canada and the United States of America concerning commercial development of an area of the United States Naval Station, Argentia, Newfoundland

Ottawa, June 6, 1978  
In force June 6, 1978

Exchange of Notes between Canada and the United States of America amending the Agreement on Principles applicable to the Northern Natural Gas Pipeline signed September 20, 1977

Washington, June 6, 1978  
In force June 6, 1978

Exchange of Notes between Canada and the United States of America concerning the emplacement of two Data Link Transmitters and connecting cable in the bed of the St Mary's River in Ontario

Ottawa, September 29 and October 16, 1978  
In force October 16, 1978  
With effect from September 1, 1977

Agreement between Canada and the United States of America on Great Lakes Water Quality, 1978

Ottawa, November 22, 1978  
In force November 22, 1978

Exchange of Notes between Canada and the United States of America constituting an Agreement concerning the establishment, maintenance and operation of four OMEGA Navigation Monitoring Stations in Canada

Ottawa, July 26 and December 29, 1978  
In force December 20, 1978

Exchange of Notes between Canada and the United States of America constituting an Agreement amending the Technical Regulations annexed to the Agreement between Canada and the United States of America for Promotion of Safety on the Great Lakes by Means of Radio, 1973

Ottawa, December 29, 1978  
In force December 29, 1978  
With effect from February 1, 1979

#### Western Samoa

Exchange of Notes constituting an Agreement between Canada and the Independent State of Western Samoa relating to Canadian investments in Western Samoa insured by the Government of Canada through its Agent, the Export Development Corporation

New York, September 29, 1978  
In force September 29, 1978

Multilateral Agreements

Convention concerning the Employment of Women on Underground Work in Mines of all Kinds adopted by the Conference at its nineteenth Session, Geneva, 21 June 1935

Done at Geneva, June 21, 1935  
Entered into force May 30, 1937  
Canada's Instrument of Ratification deposited  
September 16, 1966  
Entered into force for Canada September 16, 1967  
Canada's Instrument of Denunciation deposited  
May 19, 1978  
Effective May 19, 1979

Statutes of the International Centre for Study of the Preservation and Restoration of Cultural Property (Rome Centre)

Adopted at New Delhi, November - December 1956;  
revised April 24, 1963 and April 14-17, 1969  
Entered into force May 10, 1958  
Canada's Instrument of Accession deposited  
October 24, 1978  
Entered into force for Canada October 24, 1978

Convention on the Reduction of Statelessness

Done at New York, August 30, 1961  
Entered into force December 13, 1975  
Canada's Instrument of Accession deposited  
July 17, 1978  
Entered into force for Canada October 15, 1978

Convention on the means of prohibiting and preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property

Done at Paris, November 14, 1970  
Entered into force April 24, 1972  
Canada's Instrument of Acceptance deposited  
March 28, 1978  
Entered into force for Canada June 28, 1978

Convention providing a Uniform Law on the Form of an International Will

Done at Washington, October 26, 1973

Canada's Instrument of Accession deposited January 24, 1977,  
with the following declaration:



"The Government of Canada accedes to the convention providing a Uniform Law on the Form of an International Will, done at Washington, D.C., on October 26, 1973, subject to the following declaration:

1. The Government of Canada declares that pursuant to Article XIV of the Convention, the Convention shall extend only to the provinces of Manitoba and Newfoundland.
2. The Government of Canada further declares that it will submit, at any time after accession, other declarations, in conformity with Article XIV of the Convention, stating expressly the additional provinces to which the Convention shall extend, when such provinces have enacted the necessary implementing legislation."

Entered into force February 9, 1978

Protocol relating to an Amendment to Article 50(a) of the Convention on International Civil Aviation

Done at Montreal, October 16, 1974  
Canada's Instrument of Ratification deposited  
April 20, 1978

International Convention for the Safety of Life at Sea, 1974

Done at London, November 1, 1974  
Canada's Instrument of Accession deposited  
May 8, 1978

Statutes of the International Centre for Registration of Serial Publications (Annex I to the Agreement between UNESCO and the Government of France on the establishment and operation of an International Centre for the registration of Serial Publications)

Done at Paris, November 14, 1974  
Entered into force January 21, 1976  
Canada's Instrument of Accession deposited  
March 28, 1978

Final Acts of the World Administrative Radio Conference for the Planning of the Broadcasting-Satellite Service in Frequency Bands 11.7-12.2 GHz (in Regions 2 and 3) and 11.7-12.5 GHz (in Region 1), Geneva, 1977

Done at Geneva, February 13, 1977  
Canada's Instrument of Approval deposited  
at Geneva, December 13, 1978  
Entered into force January 1, 1979

Protocol relating to an Amendment of the Convention on International Civil Aviation (Chicago 1944) (Authentication of Russian text)

Done at Montreal, September 30, 1977

Canada's Instrument of Ratification deposited April 20, 1978

Protocol Extending the Arrangements regarding International Trade in Textiles (subject to the following declaration):

"In depositing this Instrument of Acceptance, the Government of Canada declares as follows:

This acceptance is made taking into account the confirmation, by all Parties to the Protocol extending the arrangement regarding International Trade in Textiles, of the understandings set forth in the conclusions adopted by the Textiles Committee on December 14, 1977, a copy of which is attached to the Protocol."

Done at Geneva December 14, 1977

Entered into force January 1, 1978

Canada's Instrument of Acceptance deposited  
October 24, 1978

Entered into force for Canada October, 24, 1978

Protocol amending the International Convention for the High Seas Fisheries of the North Pacific Ocean

Signed at Tokyo, April 25, 1978

Protocols for the Fourth Extension of the International Wheat Trade and Food Aid Conventions constituting the International Wheat Agreement, 1971

Done at Washington, April 26, 1978

Canada signed May 17, 1978

Canada's Instrument of Ratification deposited  
May 31, 1978

In force June 24, 1978 and July 1, 1978

Convention on Future Multilateral Co-operation in the North-West Atlantic Fisheries

Signed Ottawa, October 24, 1978

Canada's Instrument of Ratification deposited  
November 30, 1978

In force January 1, 1979

**Distribution of Canadian posts and personnel abroad by geographical region in the fiscal year 1978-79**

Geographical region	Number of Canadian posts, missions, offices	Number of countries and institutions involved (1)	Number of (2) program personnel      support staff	
<b>Africa and the Middle East</b>	<b>25</b>	<b>67</b>	<b>188</b>	<b>475</b>
English-speaking Africa	7	28	56	150
French-speaking Africa	11	22	67	141
Middle East	7	17	65	184
<b>Asia and the Pacific</b>	<b>17</b>	<b>27</b>	<b>235</b>	<b>612</b>
Asia	4	8	96	210
Pacific	9	12	93	188
South Asia	4	7	46	214
<b>Europe</b>	<b>35</b>	<b>37</b>	<b>489</b>	<b>1226</b>
Eastern	6	8	60	209
Western (EEC Members)	19	21	340	783
Western (non EEC)	10	8	89	234
<b>Latin America &amp; Caribbean</b>	<b>17</b>	<b>30</b>	<b>179</b>	<b>369</b>
Caribbean	4	9	50	104
Latin America	13	21	129	265
<b>United States</b>	<b>15</b>	<b>6</b>	<b>292</b>	<b>456</b>
<b>International Institutions</b>	<b>9</b>	<b>19</b>	<b>72</b>	<b>132</b>
<b>Total</b>	<b>118</b>	<b>186</b>	<b>1455</b>	<b>3270</b>

(1) Countries with which Canada has diplomatic or consular relations and major international institutions (e.g., the United Nations and its Specialized Agencies, UN regional economic commissions and regional development banks).

(2) Program personnel include Canada-based officers (1127) and locally-engaged personnel (328) who have responsibility for program-management. Support staff include stenographic, clerical, administrative and other support personnel, both Canada-based (915) and locally-engaged (2355). These figures include all employees abroad

of all federal departments and agencies except those working for, or on loan to, international institutions, Canadian Armed Forces personnel on operational military duty in NATO and UN peacekeeping operations, and personnel overseas from Crown corporations and other government commercial or proprietary agencies (e.g. Atomic Energy of Canada Ltd., Air Canada, the Canadian Broadcasting Corp., the Canadian Commercial Corp. and the National Film Board). The figures do not include employees of provincial governments or CIDA technical-assistance personnel in developing countries.



**Percentage of time devoted to  
Canadian foreign-operations  
programs by program staff abroad  
in the fiscal year 1978/79**

Program	Percentage distribution of program staff
Consular	3.5
Customs and excise administration	1.0
Defence relations (1)	6.1
Employment and immigration	18.0
General relations	16.6
International development assistance (2)	6.2
Police liaison	2.3
Public affairs	7.2
Science, technology and environment	1.0
Tourism	4.8
Trade and industrial development	25.4
Transport, communications and energy	1.0
Administration and support	6.9
Total	100

(1) Excludes Canadian Armed Forces personnel engaged in operational activities (e.g., Canada's contingents with NATO, UN peacekeeping operations).

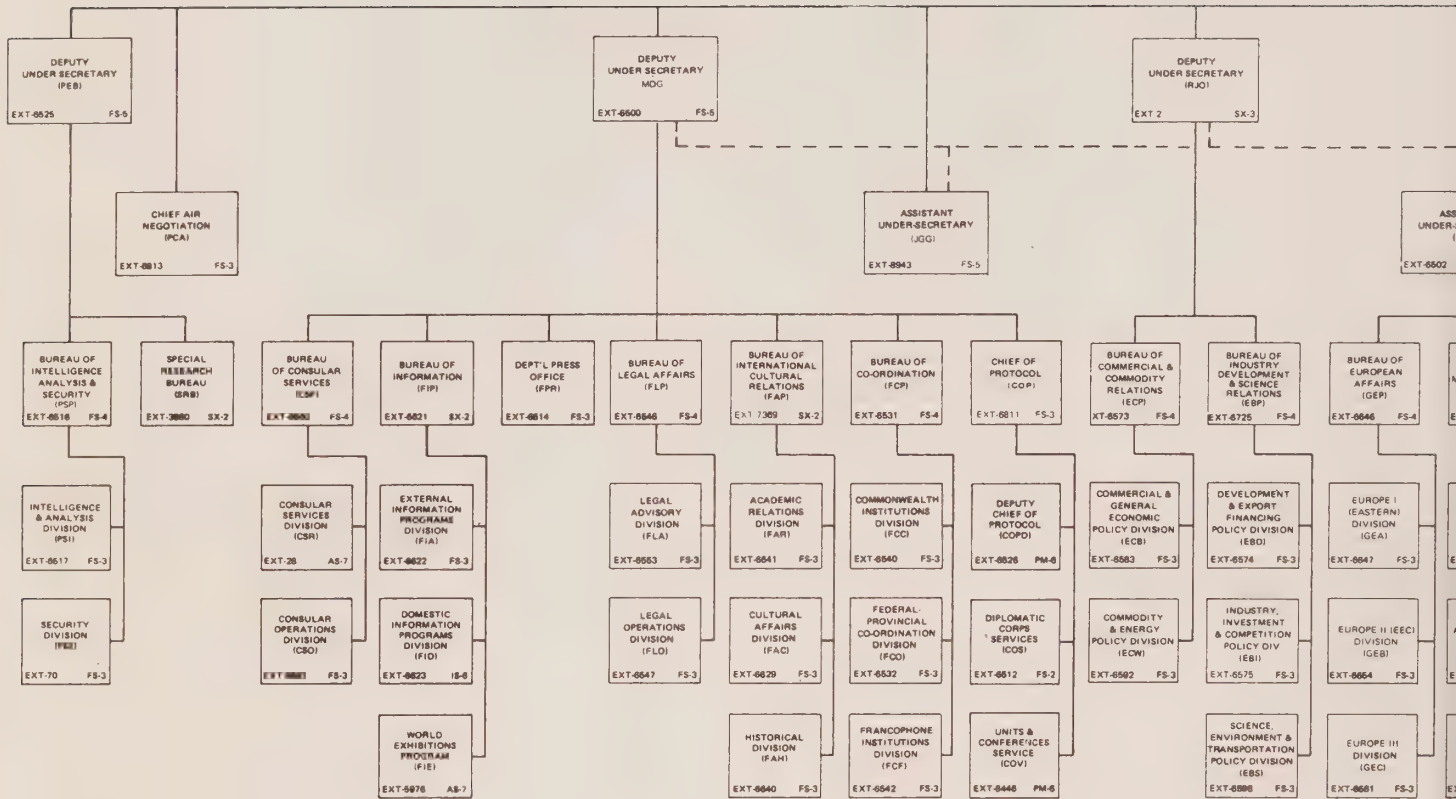
(2) Excludes persons under CIDA's technical-assistance programs abroad (i.e., advisers, experts, educators).

Source: Fiscal year 1978/79 country programs statistics by posts abroad

**Total number of program staff  
abroad by department or agency,  
in the fiscal year 1978/79**

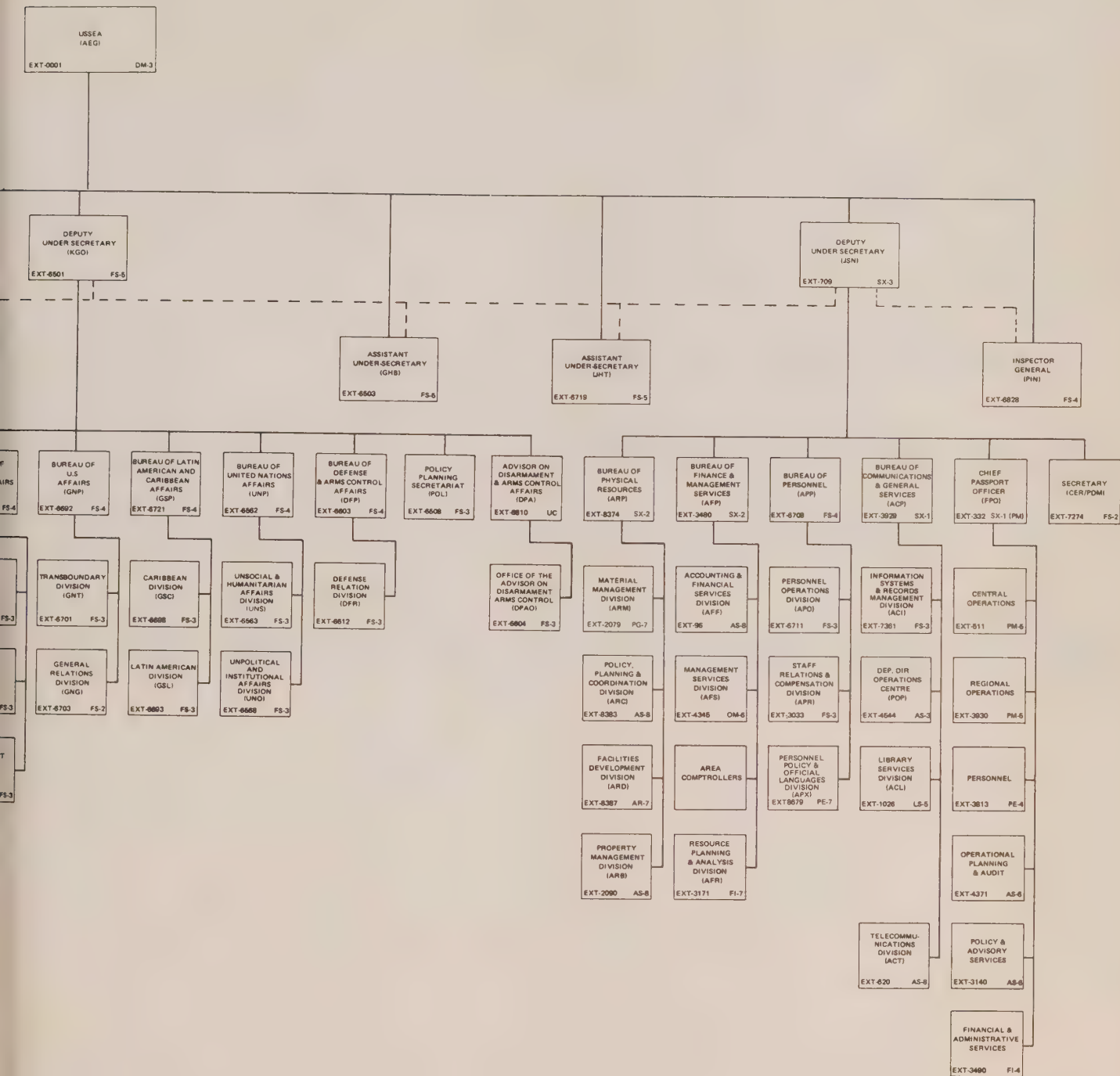
Department or agency	Number of program staff abroad
Agriculture Canada	1
Canadian International Development Agency	50
Employment and Immigration	243
External Affairs	479
Finance	3
Health and Welfare Canada	25
Industry, Trade and Commerce	473
Labour Canada	3
National Defence	89
Public Archives	3
Revenue Canada	15
Royal Canadian Mounted Police	47
Supply and Services Canada	23
Transport Canada	1
<b>Total</b>	<b>1455</b>

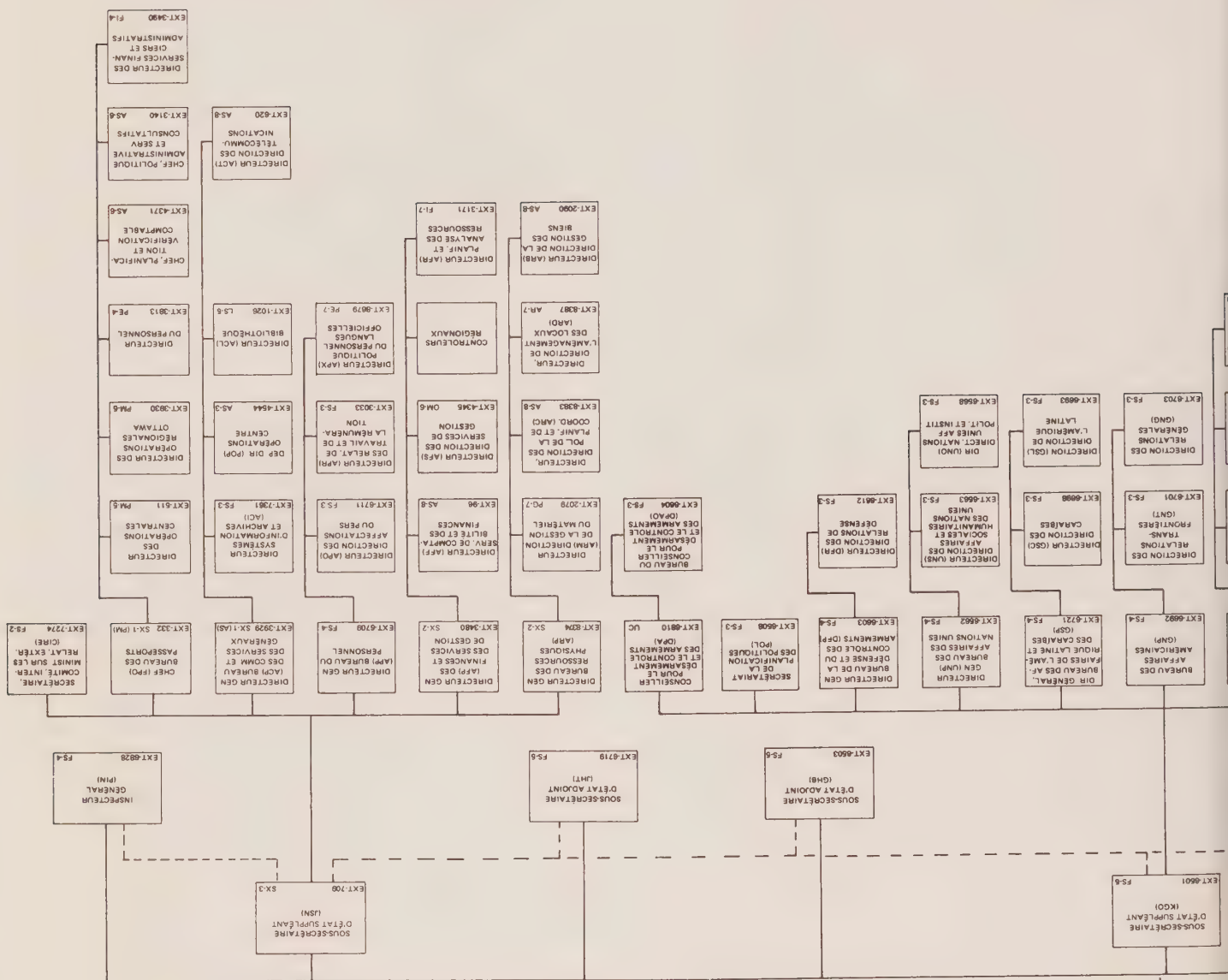
*Source:* Fiscal year 1978/79 ICER manning-level data

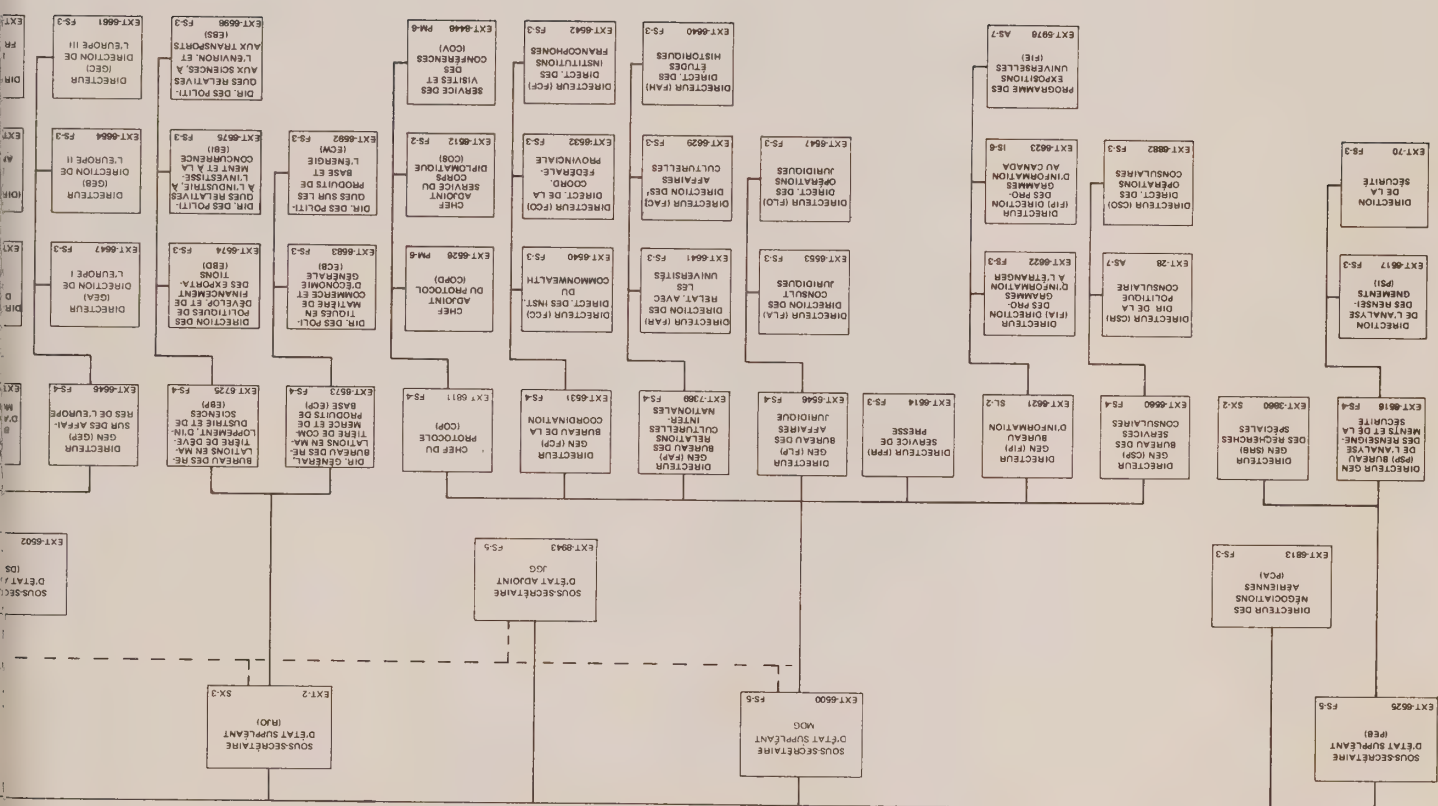




DEPARTMENT OF EXTERNAL AFFAIRS  
Effective May 1, 1979









Ventilation par ministère et organisme du  
nombre d'employés de programmes en service  
à l'étranger pour l'année financière 1978-1979

Ministère ou organisme	Nombre d'employés à l'étranger
Affaires extérieures	479
Agence canadienne de développement international	50
Agriculture Canada	1
Approvisionnement et Services Canada	23
Archives publiques	3
Défense nationale	89
Emploi et immigration	243
Finances	3
Gendarmerie royale du Canada	47
Industrie et Commerce	473
Revenu Canada	15
Santé et Bien-être social Canada	25
Transports Canada	1
Travail Canada	3
Total	1455

Source: Données du CIRE sur la dotation en personnel pour  
l'année financière 1978-1979

Pourcentage du temps consacré  
aux programmes canadiens à  
l'étranger par le personnel qui  
y est affecté pour l'année  
financière 1978-1979

Programmes	Pourcentage
Administration des douanes et de l'accise	
Administration et soutien	
Affaires consulaires	
Affaires publiques	
Aide au développement international (2)	
Développement commercial et industriel	
Emploi et immigration	
Liaison avec la police	
Relations de défense (1)	
Relations générales	
Sciences, techniques et environnement	
Tourisme	
Transport, communications et énergie	
Total	1

(1) Ne comprend pas le personnel des Forces armées canadiennes participant à des activités opérationnelles (par exemple les contingents du Canada à l'OTAN, les opérations de maintien de la paix de l'ONU).

(2) Ne comprend pas le personnel des programmes d'assistance technique de l'ACDI à l'étranger (par les conseillers, les spécialistes, les enseignants).

Source: Programmes par pays pour l'année financière 1978-1979

**Répartition géographique des missions  
et du personnel canadiens à l'étranger  
pour l'année financière 1978-1979**

Région géographique	Missions et bureaux	Pays et institutions intéressés (1)	Employés de programme (2)	Employés de soutien (2)
<b>Afrique et Moyen-Orient</b>	<b>25</b>	<b>67</b>	<b>188</b>	<b>475</b>
Afrique anglophone	7	28	56	150
Afrique francophone	11	22	67	141
Moyen-Orient	7	17	65	184
<b>Asie et Pacifique</b>	<b>17</b>	<b>27</b>	<b>235</b>	<b>612</b>
Asie	4	8	96	210
Région du Pacifique	9	12	93	188
Asie du Sud	4	7	46	214
<b>Europe</b>	<b>35</b>	<b>37</b>	<b>489</b>	<b>1 226</b>
Europe de l'Est	6	8	60	209
Europe de l'Ouest (membres de la CEE)	19	21	340	783
Europe de l'Ouest (non-membres de la CEE)	10	8	89	234
<b>Amérique latine et Antilles</b>	<b>17</b>	<b>30</b>	<b>179</b>	<b>369</b>
Antilles	4	9	50	104
Amérique latine	13	21	129	265
<b>États-Unis</b>	<b>15</b>	<b>6</b>	<b>292</b>	<b>456</b>
<b>Institutions internationales</b>	<b>9</b>	<b>19</b>	<b>72</b>	<b>132</b>
<b>Total</b>	<b>118</b>	<b>186</b>	<b>1 455</b>	<b>3 270</b>

(1) Pays avec lesquels le Canada entretient des relations diplomatiques ou consulaires et principaux organismes internationaux (par exemple: l'ONU et ses institutions spécialisées, les commissions économiques régionales des Nations Unies, les banques régionales de développement).

(2) Le personnel des programmes regroupe tout le personnel chargé de la gestion des programmes: recruté au Canada (1 127) et recruté sur place (328). Le personnel de soutien englobe tous les employés faisant partie des groupes des écritures, de l'administration, des services sténographiques, de même que d'autres employés de soutien: recruté au Canada (915) et recruté sur place (2355).

Ces chiffres comprennent tous les employés affectés à l'étranger par tous les ministères et organismes fédéraux, sauf ceux qui travaillent pour des organismes internationaux où ils sont détachés, sauf le personnel des Forces armées canadiennes en service dans des opérations de l'OTAN ou dans des opérations de maintien de la paix de l'ONU et le personnel d'outre-mer des sociétés de la Couronne et d'autres organismes commerciaux ou spéciaux du gouvernement (l'EACL, Air Canada, Radio-Canada, la CCC, l'ONF). Ces chiffres excluent les employés des gouvernements provinciaux ou le personnel d'assistance technique de l'ACDI se trouvant dans les pays en développement.





Signée à Ottawa, le 24 octobre 1978  
L'Instrument de ratification du Canada déposé le  
30 novembre 1978  
En vigueur le 1er janvier 1979

Faits à Genève, le 13 février 1977  
L'Instrument d'approbation déposé à Genève le 13 décembre 1978  
En vigueur le 1er janvier 1979

Protocole concernant un amendement de la Convention relative à l'aviation civile internationale (Chicago 1944) (Relative au texte en langue russe).

Fait à Montréal, le 30 septembre 1977  
L'Instrument de ratification du Canada déposé le 20 avril 1978

Protocole portant prorogation de l'arrangement concernant le commerce international des textiles (Sujet à la déclaration suivante)

"En déposant le présent Instrument d'acceptation, le Gouvernement du Canada déclare que:

La présente acceptation est faite, compte tenu de la confirmation, par toutes les parties au protocole portant prorogation de l'arrangement concernant le commerce international des textiles, des points convenus dans les conclusions du Comité des textiles adoptées le 14 décembre 1977, dont copie est jointe au présent Protocole".

Fait à Genève, le 14 décembre 1977  
En vigueur le 1er janvier 1978  
L'Instrument d'acceptation du Canada déposé le 24 octobre 1978  
En vigueur pour le Canada le 24 octobre 1978

Protocole modifiant la Convention internationale concernant les pêcheries hauturières de l'océan Pacifique Nord.

Signé à Tokyo, le 25 avril 1978

Protocoles portant quatrième prorogation de la Convention sur le commerce du blé et de la Convention relative à l'aide alimentaire constituant l'Accord international sur le blé de 1971.

Faits à Washington, le 26 avril 1978  
Signés par le Canada le 17 mai 1978  
L'Instrument de ratification du Canada déposé le 31 mai 1978  
En vigueur le 24 juin 1978 et le 1er juillet 1978

Convention sur la Future coopération multilatérale dans les pêcheries de l'Atlantique Nord-Ouest.



"Le Gouvernement du Canada adhère à la Convention portant loi uniforme sur la forme d'un Testament international, faite à Washington, D.C. le 26 octobre 1973, sous réserve de la déclaration suivante:

1. Le Gouvernement du Canada déclare qu'en application de l'article XIV de la Convention, cette dernière s'étendra seulement aux provinces du Manitoba et de Terre-Neuve.

2. Le Gouvernement du Canada déclare en outre qu'il soumettra, à un moment ou à un autre après son adhésion, d'autres déclarations en conformité de l'article XIV de la Convention indiquant expressément les provinces additionnelles auxquelles s'étendra la Convention, lorsque ces provinces auront adopté les lois d'exécution nécessaires".

En vigueur le 9 février 1978

Protocole portant amendement de l'Article 50(a) de la Convention relative à l'aviation civile internationale.

Fait à Montréal, le 16 octobre 1974  
L'Instrument de ratification du Canada déposé le 20 avril 1978

Convention internationale pour la sauvegarde de la vie humaine en mer, 1974.

Faite à Londres, le 1er novembre 1974  
L'Instrument d'adhésion du Canada déposé le 8 mai 1978

Statuts du Centre international d'enregistrement des publications en série (Annexe I de l'Accord entre UNESCO et la République française au sujet de la création et du fonctionnement d'un Centre international d'enregistrement des publications en série).

Faits à Paris, le 14 novembre 1974  
En vigueur le 21 janvier 1976  
L'Instrument d'adhésion du Canada déposé le 28 mars 1978

Actes finals de la Conférence administrative mondiale des radiocommunications chargée d'établir un plan pour le service de radiodiffusion par satellite dans les bandes de fréquences 11,7-12,2 GHz (dans les Régions 2 et 3) et 11,7-12,5 GHz (dans la Région 1) (Genève, 1977).

## Traités multilatéraux

Convention concernant l'emploi des femmes aux travaux souterrains dans les mines de toutes catégories.

Faite à Genève le 21 juin 1935  
En vigueur le 30 mai 1937  
L'Instrument de ratification du Canada déposé  
le 16 septembre 1966  
En vigueur pour le Canada le 16 septembre 1967  
L'Instrument de dénonciation déposé le 19 mai 1978  
Effectif le 19 mai 1979

Statuts du Centre international d'études pour la convention et la restauration des biens culturels.

Adopté à la Nouvelle Delhi, novembre - décembre 1956;  
révisé le 24 avril 1963 et les 14-17 avril 1969  
En vigueur le 10 mai 1958  
L'Instrument d'adhésion du Canada déposé le  
24 octobre 1978  
En vigueur pour le Canada le 24 octobre 1978

Convention sur la réduction des cas d'apartheid.

Faite à New York, le 30 août 1961  
En vigueur le 13 décembre 1975  
L'Instrument d'adhésion du Canada déposé le  
17 juillet 1978  
En vigueur pour le Canada le 15 octobre 1978

Convention concernant les mesures à prendre pour interdire et empêcher l'importation, l'exportation et la vente illicite de biens culturels.

Faite à Paris, le 14 novembre 1970  
En vigueur le 24 avril 1972  
L'Instrument d'acceptation du Canada déposé le  
28 mars 1978  
En vigueur pour le Canada le 28 juin 1978

Convention portant loi uniforme sur la forme d'un Testament international.

Faite à Washington, le 26 octobre 1973

Instrument d'adhésion du Canada déposé le 24 janvier 1977 avec la déclaration suivante:

Convention entre le Canada et la République socialiste de Roumanie tendant à éviter les doubles impositions d'impôts sur le revenu et sur la fortune.

Ottawa, le 20 novembre 1978

Royaume-Uni

Accord entre le Canada et le Royaume-Uni de Grande-Bretagne et d'Irlande du Nord tendant à éviter les doubles impositions et à prévenir l'évasion fiscale sur les successions de personnes décédées.

Londres, le 5 juin 1946

En vigueur le 6 novembre 1946  
Terminé le 30 septembre 1978

Convention entre le Canada et le Royaume-Uni de Grande-Bretagne et d'Irlande du Nord tendant à éviter les doubles impositions et à prévenir l'évasion fiscale sur le revenu et les gains en capital.

Londres, le 8 septembre 1978

Samoa-Occidental

Echange de Notes entre le Canada et l'Etat indépendant du Samoa-Occidental constituant un Accord relatif aux investissements au Samoa-Occidental assurés par le Canada par l'intermédiaire de son mandataire, la Société pour l'expansion des exportations.

New York, le 29 septembre 1978

En vigueur le 29 septembre 1978

Suède

Accord de coopération entre le Canada et la Suède concernant l'utilisation pacifique de l'énergie atomique.

Stockholm, le 11 septembre 1962

Echange des Instruments de ratification le 6 décembre 1962

En vigueur le 6 décembre 1962

Terminé le 17 novembre 1978

Accord entre le Canada et la Suède concernant l'utilisation des matières, équipements, installations et renseignements nucléaires échangés entre le Canada et la Suède.

New York, le 27 septembre 1977

Echange des Instruments de ratification le 17 novembre 1978

En vigueur le 17 novembre 1978



Tokyo, le 22 août 1978

Malawi

Echange de Notes entre le Canada et la République de Malawi constituant un Accord relatif aux investissements au Malawi assurés par le Canada par l'intermédiaire de son mandataire, la Société pour l'expansion des exportations.

Lusaka, Zambie et Lilongwe, Malawi, le  
15 septembre 1978  
En vigueur le 15 septembre 1978

Maroc

Convention entre le Canada et le Royaume du Maroc tendant à éviter les doubles impositions et à prévenir l'évasion fiscale sur le revenu et sur la fortune.

Ottawa, le 22 décembre 1975  
Echange des Instruments de ratification le  
9 novembre 1978  
En vigueur le 9 novembre 1978

Pologne

Protocole modifiant l'Accord à long terme sur les céréales entre le Canada et la Pologne.

Ottawa, le 27 novembre 1978  
En vigueur le 27 novembre 1978

Roumanie

Accord entre le Canada et la République socialiste de Roumanie sur les relations en matière de pêche.  
Bucarest, le 17 janvier 1978  
En vigueur le 17 janvier 1978  
Accord entre le Canada et la République socialiste de Roumanie concernant la coopération dans le développement et l'utilisation de l'énergie atomique à des fins pacifiques.

Ottawa, le 24 octobre 1977  
Echange des Instruments de ratification  
le 14 juin 1978  
En vigueur le 14 juin 1978

Israël

Téhéran, le 2 novembre 1978  
En vigueur le 1er décembre 1978

Accord entre le Canada et l'Etat d'Israël sur les échanges  
cinématographiques.

Jérusalem, le 29 mars 1978

Italie

Accord de Sécurité sociale entre le Canada et l'Italie.

Toronto, le 17 novembre 1977

Echange des Instruments de ratification le  
28 décembre 1978

En vigueur le 1er janvier 1979

Jamaïque

Accord entre le Canada et la Jamaïque afin d'éviter les  
doubles impositions et à prévenir l'évasion de l'impôt sur le revenu.

Kingston, le 30 mars 1978

Japon

Echange de Notes entre le Canada et le Japon concernant  
l'aménagement d'installations temporaires de soutien des opérations par  
satellites au Polygone de recherche Churchill.

Ottawa, le 16 février 1978

En vigueur le 16 février 1978

Accord concernant les colis postaux entre le Canada et le

Japon.

Tokyo, le 11 avril 1978

En vigueur le 1er octobre 1978

Accord de pêche entre le Canada et le Japon.

Tokyo, le 28 avril 1978

En vigueur le 28 avril 1978

Protocole modifiant l'Accord de coopération entre le Canada et  
le Japon concernant l'utilisation pacifique de l'énergie atomique, signé  
à Ottawa le 2 juillet 1959.

Euratom

Echange de Lettres entre le Canada et la Communauté européenne de l'Energie atomique (EURATOM) pour modifier l'Accord entre le Canada et la Communauté européenne de l'Energie atomique du 6 octobre 1959, quant aux garanties (avec échanges additionnels de Lettres).

Bruxelles, le 16 janvier 1978  
En vigueur le 16 janvier 1978

Finlande

Traité entre le Canada et la Finlande en matière d'extradition.

Helsinki, le 21 juin 1978

France

Arrangement commercial entre le Canada et la France.

Ottawa, le 12 mai 1933  
En vigueur provisoirement le 10 juin 1933  
En vigueur définitivement le 22 novembre 1933  
Dénoncé par le Canada le 15 décembre 1977  
Date d'expiration le 15 mars 1978

Ghana

Accord d'assistance technique concernant l'Instruction militaire entre le Canada et la République du Ghana.

Accra, le 14 février 1978  
En vigueur le 14 février 1978  
Avec effet rétroactif au 1er juin 1976

Haïti

Accord entre le Canada et Haïti sur le transport aérien.

Ottawa, le 12 octobre 1978  
En vigueur provisoirement le 12 octobre 1978

Iran

Echange de Notes constituant un Accord entre le Canada et l'Iran au sujet des exigences pour l'émission de visas aux voyageurs non-immigrants.



Washington, le 31 mars et le 10 avril 1978  
En vigueur le 10 avril 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique  
modifiant l'Accord sur les principes applicables à un pipe-line pour le  
transport du gaz naturel du Nord, signé à Ottawa le 20 septembre 1977.

Washington, le 6 juin 1978  
En vigueur le 6 juin 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique  
concernant le développement commercial d'une aire de la station navale  
des Etats-Unis d'Amérique, à Argentina, Terre-Neuve.

Ottawa, le 6 juin 1978  
En vigueur, le 6 juin 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique  
portant sur la pose de deux transmetteurs de données et d'un câble de  
raccordement sur le lit de la rivière St. Mary's en Ontario.

Ottawa, le 29 septembre et le 16 octobre 1978  
En vigueur le 16 octobre 1978

Avec effet rétroactif au 1er septembre 1977

Accord de 1978 entre le Canada et les Etats-Unis d'Amérique  
relatif à la qualité de l'eau dans les Grands Lacs.

Ottawa, le 22 novembre 1978.  
En vigueur le 22 novembre 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique  
constituant un Accord concernant l'établissement, l'entretien et  
l'exploitation de quatre stations de surveillance du système de  
navigation OMEGA au Canada.

Ottawa, le 26 juillet et le 20 décembre 1978  
En vigueur le 20 décembre 1978

Echange de Notes constituant un Accord entre le Canada et les  
Etats-Unis d'Amérique modifiant les règles techniques annexées à  
l'Accord entre le Canada et les Etats-Unis d'Amérique visant à assurer  
la sécurité sur les Grands Lacs par la radiophonie, 1973.

Ottawa, le 29 décembre 1978  
En vigueur le 29 décembre 1978  
Avec effet au 1er février 1979

Echange de Notes entre le Canada et la République de Corée  
constituant un Accord concernant la restriction des textiles.

Ottawa, le 13 décembre 1978  
En vigueur le 1er janvier 1979

Egypte, la République arabe d'

Protocole entre le Canada et la République arabe d'Egypte  
concernant l'exposition des trésors de Toutankhamon.

Le Caire, le 6 novembre 1978  
En vigueur le 6 novembre 1978

Accord de prêt de développement entre le Canada et la  
République arabe d'Egypte.

Le Caire, le 21 décembre 1978  
En vigueur le 21 décembre 1978

El Salvador

Accord de prêt de développement entre le Canada et la  
République d'El Salvador.

San Salvador, le 15 février 1978  
En vigueur le 15 février 1978

Etats-Unis d'Amérique

Traité entre le Canada et les Etats-Unis d'Amérique sur  
l'exécution des peines imposées aux termes du droit criminel.

Washington, le 2 mars 1977  
Echange des Instruments de ratification le  
19 juillet 1978

En vigueur le 19 juillet 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique,  
accompagné d'un Memorandum d'accord, concernant les droits de péage à  
exiger pour l'utilisation des installations de navigation sur la Voie  
maritime du Saint-Laurent.

Washington, le 20 mars 1978  
En vigueur le 20 mars 1978

Echange de Notes entre le Canada et les Etats-Unis d'Amérique  
(Le Protocole d'entente annexé) relatifs à la coopération dans le  
développement de la télé-détection spatiale portant sur l'information  
mondiale sur les récoltes.

Traité bilatéraux

Agence spatiale européenne

Accord entre le Canada et l'Agence spatiale européenne en matière de coopération.

Montréal, le 9 décembre 1978  
En vigueur le 9 décembre 1978  
Avec effet au 1er janvier 1979

Allemagne, République fédérale d'

Accord entre le Canada et la République fédérale d'Allemagne sur les échanges cinématographiques.

Ottawa, le 30 mai 1978  
En vigueur le 16 août 1978

L'Association internationale de développement

Accord, en date du 8 mars 1978, entre le Canada et l'Association internationale de développement portant modification de l'Accord en date du 22 avril 1977 entre les mêmes parties, prévoyant l'administration, par l'Association, de certains fonds qui seront fournis par le Gouvernement pour des projets de développement déterminés.

Washington, le 8 mars 1978  
En vigueur le 8 mars 1978

Avec effet rétroactif au 22 avril 1977

Barbade

Echange de Notes entre le Canada et la Barbade constituant un Accord intérimaire de transport aérien.

Bridgetown, le 20 novembre 1974

Entré en vigueur le 20 novembre 1974

Prorogé par échange de Notes jusqu'au 8 décembre 1975

Prorogé à nouveau par échange de Notes jusqu'au

31 mars 1976, 31 décembre 1977 et avril 1978

Terminé, le 30 avril 1978

Corée, la République de

Convention entre le Canada et la République de Corée tendant à éviter les doubles impositions et à prévenir l'évasion d'impôts sur le revenu.

Seoul, le 10 février 1978





ANNEXES





En 1978-1979, le Ministère a dépensé \$10,6 millions sur diverses formes d'aide aux Canadiens à l'étranger, surtout par voie de services consulaires; \$31,2 millions sur l'information et sur les relations culturelles à l'étranger; \$32,1 million sur l'administration générale. Enfin, les effectifs et l'infrastructure nécessaires à la poursuite de relations diplomatiques avec les gouvernements étrangers ont coûté \$139.4 millions. En outre, il a fallu engager 94,1 millions de dollars pour fournir des services de soutien aux autres ministères et organismes ayant des représentants à l'étranger, notamment au ministère de l'Industrie et du Commerce, à la Commission de l'emploi et de l'immigration et à l'Agence canadienne de développement international.

Le montant total du budget pour l'année fiscale était de \$307,4 millions, dont \$208,8 millions ont été consacrés aux dépenses d'exploitation et d'entretien: traitements, salaires et autres coûts au titre du personnel, location de biens immobiliers à l'étranger, dépenses relatives aux voyages et aux communications et celles liées à la conduite des opérations à l'étranger. Du reliquat, \$65,1 millions ont été affectés aux subventions et contributions de paiements obligatoires découlant de l'appartenance du Canada à un certain nombre d'organisations internationales. Enfin, \$33,5 millions ont été affectés au budget d'immobilisations du Ministère pour le remplacement ordinaire du matériel, des véhicules et de l'ameublement, et pour l'acquisition ou la construction de propriétés à l'étranger.

(On peut obtenir une liste complète des missions canadiennes à l'étranger de la Direction des Programmes d'Information au Canada du Ministère).

Un commutateur de messages informatisé à capacité plus élevée a été installé à Ottawa, permettant le réalignement de la plupart des circuits télégraphiques desservant les missions à l'étranger. L'établissement de liaisons directes avec l'Administration centrale a en grande partie éliminé les principales opérations de relais outre-mer et permis l'utilisation de contrôles et de modes de fonctionnement qu'il avait été jusqu'à impossible d'appliquer. On a ainsi amélioré le rendement du réseau tout en diminuant sensiblement les coûts en personnel à l'étranger.

De nouveaux appareils de communications ont été installés et mis en service dans de nombreuses missions à l'étranger. Le programme permanent de renouvellement du matériel améliore l'efficacité du réseau en période de pointe et permet des économies supplémentaires pour ce qui est du personnel à l'étranger. On a poursuivi la mise au point de plusieurs nouveaux systèmes à titre de projets pilotes. Les services téléphoniques, tant à Ottawa qu'à l'étranger, ont été améliorés pour répondre à certaines exigences spéciales et réaliser des économies de fonctionnement.

La régionalisation du service de courrier diplomatique a été réalisée en Extrême-Orient (à Bangkok) et renforcée à Paris, en vue de rendre les conditions de travail des courriers conformes aux pratiques établies, de réduire les heures supplémentaires et d'aider à stabiliser les coûts sans réduire sensiblement le service.

Afin de réduire le coût de la dactylographie au Ministère, un service de traitement des mots a été créé à l'Administration centrale en 1977 au service de toutes les unités du Ministère. Elle s'est révélée un atout particulièrement précieux pour la correction et la production de longs textes, de lettres multiples et de lettres précomposées, ainsi que pour la modification de la mise en page des publications. De grands progrès ont été réalisés dans l'établissement d'un système automatisé de mise en mémoire et d'extraction d'informations.

A la suite de la promulgation de la Loi canadienne sur les droits de la personne en mars dernier, un agent chargé de la protection de la vie privée a été nommé et affecté à la direction.

### Inspection

L'inspecteur général est chargé de procéder de façon indépendante à un examen et à une évaluation des opérations des missions diplomatiques et des postes consulaires du Canada.

En 1978, des équipes d'inspection ont visité onze missions en Amérique Latine, cinq en Afrique de l'Est et de l'Ouest, neuf en Asie et dans la région du Pacifique, quatre en Europe et deux aux États-Unis d'Amérique. Ces visites ont donné lieu à des rapports détaillés, le Service d'inspection étant également chargé d'assurer que les mesures correctives recommandées soient appliquées.

pour tenir compte des besoins des employés qui doivent travailler dans diverses conditions et divers milieux à l'étranger, tout en stimulant le personnel et en l'incitant à s'acquitter efficacement de ses fonctions.

Pendant l'année, on a terminé la préparation du Règlement régissant les conditions d'emploi du personnel recruté sur place; ce règlement sera graduellement appliqué dans les missions pour assurer l'administration efficace de ces employés partout dans le monde.

#### Immeubles et autres biens

La gestion du portefeuille immobilier du Ministère relève du Bureau des biens. Le Bureau gère aussi un programme d'acquisition à long terme approuvé par le Conseil du Trésor en 1974 au coût de 20 millions de dollars par année, en vertu duquel la Couronne acquiert des bureaux et logements au lieu de les louer à des prix sans cesse croissants. Le Bureau administre un portefeuille immobilier d'une valeur approximative de 250 millions de dollars; son budget annuel s'élève à 30 millions de dollars.

En 1978, les négociations et travaux se sont poursuivis en regard de projets à Belgrade, Lagos, Mexico, Moscou, Paris, Tokyo et Washington; un accord a été signé à Pékin en vue de l'acquisition d'un site où l'on prévoit construire des bureaux, une résidence officielle et des logements pour le personnel.

Au cours de l'année, le Bureau a concentré ses achats de biens immobiliers dans les pays de l'hémisphère occidental où la possibilité de réaliser des affaires avantageuses s'est présentée. On a complété l'achat de chancelleries à Georgetown (site), Kingston et Lima (annexe), de même qu'à Bordeaux; de nouvelles résidences officielles ont été achetées à Bridgetown, Lima, Hong Kong et Atlanta; une trentaine de logements a été acquise pour le personnel à Bridgetown, Buenos Aires, Lima, Port of Spain, Santiago, Kinshasa, Lusaka, Nairobi, Manille, Tokyo et Oslo.

Enfin, la location d'un immeuble devant abriter la nouvelle mission au Koweït, le parachèvement d'une annexe à la chancellerie du Caire et le réaménagement du complexe de la résidence officielle de New Delhi complètent la liste des opérations majeures de l'année. Par ailleurs, le budget consacré en 1978 à l'achat de mobilier et de véhicules s'élevait à 5 millions de dollars.

#### Communications

Près de deux millions et demi de messages ont été échangés en 1978, dont environ la moitié ont été acheminés pour le compte de ministères autres que celui des Affaires extérieures.



Bureau envers les employés du Ministère. Le Bureau a donc modifié ses structures en fonction d'un réaménagement et d'une rationalisation de ses fonctions. Ainsi, la Direction de la politique du personnel et des langues officielles (et notamment sa Section de l'élaboration et de la coordination de la politique et des programmes) joue un rôle central à long terme. Sa Section de l'évaluation, de l'analyse et des systèmes informatiques facilite l'évaluation du personnel au Ministère; elle utilise également un système automatisé d'information sur le personnel et procède, au besoin, à des vérifications de conformité de dotation et de classification comme condition de délégation de pouvoirs par les agences centrales. Sa section des langues officielles administre à la fois le programme ministériel par le biais d'une "contribution obligatoire" et de conseils, ainsi que la politique fédérale sur les langues officielles. En outre, la Direction de la politique du personnel et des langues officielles a entrepris de fournir sur demande à d'autres gouvernements des programmes de formation et d'exploitation d'une service extérieur. En coopération avec la Commission de la Fonction publique, la Direction prépare un séminaire sur la politique étrangère du Canada à l'intention des administrateurs de la Fonction publique.

Pendant l'année, on a de nouveau mis l'accent sur l'amélioration des ressources en vue de fournir la formation spécialisée et l'aptitude professionnelle nécessaires pour permettre au personnel de travailler efficacement, tant au Canada qu'à l'étranger.

Le Ministère a adopté à l'intention de ses agents du service extérieur une politique de "spécialisation en cours de carrière" qui vise à aider les agents à se perfectionner dans des secteurs-clé des relations internationales et à acquérir une meilleure connaissance des grandes politiques intérieures du Canada. Il sera possible d'atteindre ce dernier objectif en augmentant le nombre de détachements auprès d'autres ministères et organismes du gouvernement.

Le système d'appréciation et d'avancement a continué à évoluer pour mieux répondre aux défis que pose le caractère hautement mobile des opérations du Ministère. Quelque 145 agents ont été affectés pendant l'année.

La Direction des relations de travail et de la rémunération est chargée d'administrer diverses dispositions statutaires ainsi que les règlements et directives du Conseil du Trésor applicables aux conditions d'emploi.

Le Conseil national mixte a commencé son examen triennal des directives sur le service extérieur; la direction a consulté les associations d'employés lors de la révision des directives pour veiller à ce que ces dernières évoluent en fonction de la conjoncture et qu'elles constituent un stimulant pour le service à l'étranger, mais aussi qu'elles offrent des conditions du travail comparables dans la mesure du possible à celles des employés à Ottawa. Les directives sont conçues

ment coordonné les voyages à l'étranger d'hommes d'Etat canadiens, tels ceux du premier ministre en Grande-Bretagne, en France, en République fédérale d'Allemagne, en Jamaïque et à New York, ainsi que les voyages du secrétaire d'Etat aux Affaires extérieures en Chine, à Chypre, à Hong Kong, au Japon, en Namibie, en Espagne et en Turquie.

#### Privilèges et immunités

Le Ministère assume la responsabilité générale de l'interprétation et de l'application, au Canada comme à l'étranger, des principes que renferment différents accords internationaux sur les privilèges et immunités touchant les missions diplomatiques, consulaires et les organisations internationales.

En 1978, le Bureau des affaires juridiques fut appelé à fournir des avis sur l'évolution du droit international relatif aux privilèges et immunités des organisations internationales, dont les activités ont un caractère commercial. Dans ce contexte, le Canada a participé en 1978 à des réunions internationales visant à accorder des privilèges et immunités à l'Organisation internationale de télécommunications par satellites (INTELSAT) et à l'Organisation internationale de communications maritimes par satellites (INMARSAT). Une Conférence diplomatique a adopté le Protocole relatif aux privilèges et immunités d'INTELSAT, la première convention multilatérale qui tente d'établir la démarcation entre les activités administratives pour lesquelles l'organisation jouira d'immunités et les activités commerciales pour lesquelles l'organisation devra se comporter en sujet corporatif conforme aux lois des différents États. Ces règles auront sans doute une répercussion dans le cadre d'INMARSAT qu'il s'agisse de la future "Entreprise" chargée par l'Autorité internationale des fonds marins de l'exploitation de ceux-ci ou d'autres organisations internationales à vocation partiellement commerciale.

Outre ces développements du droit international, le Bureau a procédé à une révision des décrets existants afin d'accorder des subventions aux municipalités en lieu et place des taxes foncières sur les immeubles au Canada appartenant à des organisations internationales. Ces subventions s'ajoutent à celles déjà existantes pour les propriétés consulaires et diplomatiques.

#### Personnel

Le Bureau du personnel régit les conditions de travail des 1995 employés et fonctionnaires de l'administration centrale et des six bureaux régionaux des passeports. À ce nombre, il faut ajouter les 1345 Canadiens et le personnel recruté sur place dans 123 missions à l'extérieur du pays.

En 1978, le gouvernement décrétait une réduction du personnel et des restrictions budgétaires ayant pour effet de changer le rôle du

des communications, ainsi que la sécurité du personnel dans les missions à l'étranger et à l'Administration centrale. Les questions de terrorisme international et les préparatifs en cas d'urgence sont également du ressort de ce Bureau, et le Centre des opérations du ministère relève de lui. De sources multiples, le personnel du Bureau rassemble et analyse des renseignements de nature politiques sur des questions touchant les intérêts du Canada.

### Représentants étrangers au Canada

On compte maintenant au Canada 134 représentations diplomatiques, à savoir: 72 ambassadeurs en résidence, 20 hauts-commissaires en résidence, 29 ambassadeurs non résidents et 13 hauts-commissaires non résidents. A cela viennent s'ajouter l'Organisation de l'aviation civile internationale (O.A.C.I.) dont le siège est à Montréal, composé de représentants de 41 Etats et d'un secrétariat, la délégation de la Commission des Communautés européennes, le Haut-commissariat pour les réfugiés, le Bureau international du Travail, et enfin, le Centre d'information audio-visuelle des Nations Unies sur les établissements humains. Il y a en plus maintenant 322 bureaux consulaires et autres représentations au Canada.

### Protocole

Le cabinet du Chef du protocole se tient en liaison avec les missions étrangères, leur prodiguant services et conseils conformément aux lois et règlements du Canada et à ses obligations aux termes des conventions internationales. La protection du personnel des ambassades et des consulats étrangers, les dispositions protocolaires à l'égard du corps diplomatique et l'accueil des visiteurs étrangers relèvent également de sa compétence. Il est, en outre, chargé de surveiller l'application des privilèges et immunités dont jouissent 801 agents diplomatiques, dont certains résident à l'extérieur du Canada, 646 fonctionnaires consulaires ainsi que leurs familles et 392 personnes appartenant au personnel administratif et de soutien étranger, ainsi que leurs familles. Entrent également dans cette catégorie les 313 domestiques privés à l'emploi des représentants étrangers. Enfin, le siège de l'OACI à Montréal compte, outre les représentants de 41 pays, un secrétariat qui regroupe 205 fonctionnaires internationaux dont les cadres supérieurs ont un statut semblable à celui des diplomates.

Le cabinet du Chef du protocole est également chargé de l'accueil des visiteurs étrangers. Il leur offre l'hospitalité du Gouvernement canadien. En 1978, son bureau a ainsi organisé 452 réceptions officielles et a coordonné l'organisation de 133 visites au Canada. Celles-ci comprenaient des visites d'Etat et des visites officielles, notamment les chefs d'Etat du Mali, des Pays-bas et du Sénégal; les chefs des gouvernements d'Israël et du Luxembourg et, enfin, les ministres des Affaires étrangères d'Australie, de la Barbade, de Turquie, des Etats-Unis d'Amérique et du Zaïre. Le bureau a égale-



ressources humaines et autres dans les pays ayant plus d'une mission, il a complété la première phase d'une étude détaillée sur l'ampleur, le niveau et la localisation des ressources aux États-Unis. Le CIRÉ a également entrepris une étude sur l'affectation la plus efficace possible des ressources en France et en Allemagne.

L'année dernière, le CIRÉ a sensiblement augmenté ses activités et, avec la création d'une équipe d'inspection interministérielle, il a progressé vers l'uniformisation des méthodes administratives du Ministère à l'étranger; il a clairement précisé les champs d'autorité et de responsabilité des chefs de mission dans cette optique.

Le tableau I (Annexe II) donne la répartition géographique des 118 missions canadiennes en 1978-1979 et des 4725 employés ayant participé aux 13 programmes du gouvernement dans quelque 140 pays et auprès de 30 grandes institutions internationales. Le tableau II (Annexe II) donne le nombre d'années-personnes affectées à chacun des principaux programmes à l'étranger. Enfin, le tableau III (Annexe II) ventile, par ministère ou organisme, le nombre d'employés de programmes en poste à l'étranger.

#### Planification des politiques

Le Secréariat de la planification des politiques collabore avec le Sous-secrétaire et la haute direction en évaluant l'efficacité des politiques en vigueur à la lumière de l'évolution de la conjoncture nationale et internationale, en suggérant des options et en proposant de nouvelles orientations pour la politique étrangère. Il s'attache également à renforcer le rôle du Ministère à l'égard d'organismes fédéraux chargés de la gestion des relations extérieures du Canada.

#### Information pour la haute direction

Créé en 1978, le Service d'information pour la haute direction est un service rattaché au cabinet du Sous-secrétaire. Il est principalement chargé d'assurer de bonnes communications à l'Administration centrale, entre l'Administration et les missions, avec les employés ainsi qu'avec les autres ministères et organismes du gouvernement fédéral également impliqués dans les relations étrangères du Canada. Le service s'acquiesce de cette responsabilité en distribuant au sein de l'Administration des résumés quotidiens des communications importantes entre Ottawa et les missions à l'étranger, en publiant et en distribuant périodiquement au sein de l'Administration fédérale des documents concernant des questions de politique étrangère, et en encourageant de meilleurs échanges entre la haute direction et les directions générales du Ministère.

#### Liaison (Sécurité et renseignements)

Le Bureau de Liaison (Sécurité et renseignements) est chargé des programmes visant à assurer la sécurité matérielle des documents et

Les provinces ont manifesté un intérêt similaire en ce qui a trait à la Commission économique conjointe Canada-Japon, ce qui a conduit à la mise en place de certains arrangements permettant aux provinces d'être associées à cet accord. Les provinces sont ainsi tenues au courant de l'évolution des discussions et des relations entre le Canada et le Japon.

Au chapitre de l'immigration, il y a eu mise en oeuvre en 1978 de quelques aspects de l'entente Cullen-Couture concernant l'immigration au Québec. De nombreuses consultations ont eu lieu entre les ministères fédéraux intéressés et des interlocuteurs québécois au sujet de l'affectation permanente d'agents d'immigration québécois dans des ambassades canadiennes à l'étranger. Des agents d'immigration du gouvernement du Québec sont déjà en place à Beyrouth, Rome et Buenos Aires.

Plusieurs provinces ont été associées à la visite au Canada d'une importante délégation de la Chine venue étudier l'enseignement audio-visuel. D'autre part, de nombreuses universités canadiennes, en accord avec des gouvernements provinciaux, se sont montrées intéressées à accueillir des étudiants chinois dans le cadre d'un programme annoncé l'été dernier par le gouvernement de Pékin visant à placer des étudiants dans les universités occidentales.

## Visites

La direction de la coordination fédérale-provinciale a contribué à l'organisation des visites à l'étranger du Premier ministre de l'Ontario, M. Davis, à San Francisco et en Europe et (y dirigeant une délégation ministérielle) au Moyen-Orient, et celle du premier ministre de Terre-Neuve, M. Moores, qui s'est rendu à Oslo, Londres et en République fédérale d'Allemagne dans le cadre de la campagne de défense de la chasse du phoque. De plus, de nombreuses délégations ministérielles des dix provinces ont eu recours aux services du ministre pour l'organisation de leurs visites à l'extérieur du Canada.

Toujours en 1978, la direction a coordonné les visites du

premier ministre Begin d'Israël à Montréal et à Toronto, du premier ministre Andreotti d'Italie à Québec et en Ontario, du ministre des Affaires étrangères de Belgique en Colombie-Britannique et du ministre du pétrole d'Arabie Saoudite en Alberta et en Ontario.

## Coordination interministérielle

En 1978, le Comité interministériel sur les relations extérieures (CIRE) a continué à appliquer la politique d'austérité du gouvernement par le biais du système de "programmation par pays" et d'autres initiatives, selon les besoins. Il a effectué des compressions et des réaffectations de personnel afin de s'assurer que les grandes priorités demeuraient respectées dans les limites des contraintes budgétaires. Dans le cadre d'une évaluation constante de l'affectation des

Les responsabilités de la direction de la coordination fédérale-provinciale sont d'affirmer les moyens du gouvernement du Canada de satisfaire aux aspirations croissantes des provinces sur la scène internationale, de faciliter la poursuite des activités de ces dernières dans leurs secteurs de compétence et de formuler des politiques gouvernementales en ce qui a trait à l'action des provinces au niveau international et à leur rôle dans l'élaboration de la politique étrangère canadienne.

Les provinces ont accès au réseau de télécommunications du ministère ainsi qu'aux services que peuvent fournir les missions diplomatiques canadiennes à l'étranger. La direction administre un programme de diffusion de l'information auquel participent les dix provinces; le dispositif leur fournit des analyses et des renseignements émanant des missions canadiennes à Washington et auprès de la Commission des Communautés européennes sur les politiques et les activités des États-Unis et de la CEE dans les domaines d'intérêt provincial. Les services fournis aux provinces comportent des communications orales, des échanges de visites entre fonctionnaires et des envois réguliers de documents et de rapports écrits; ils couvrent les domaines des ressources naturelles et de l'environnement de même que les questions énergétiques et commerciales.

L'année 1978 est venue confirmer l'action continue des provinces sur la scène internationale, multilatérale en particulier. Plusieurs conférences internationales ont entraîné une participation de divers gouvernements provinciaux. La 20ème Conférence générale de l'UNESCO, la 31ème session de l'Assemblée mondiale de la santé, la 19ème Conférence de l'Organisation pour l'alimentation et l'agriculture, la 64ème session de la conférence de l'Organisation internationale du Travail, en plus de certaines rencontres sectorielles du Commonwealth et le l'OCE, dans le domaine de l'éducation notamment. Les provinces ont été consultées lors des travaux préparatoires à la participation canadienne à la Conférence des Nations Unies sur la science et la technologie au service du développement, et elles ont collaboré à la rédaction du rapport que le Canada a présenté aux Nations Unies dans le cadre du pacte international relatif aux droits civils et politiques.

Dans le domaine des relations avec la Communauté économique européenne et de l'implantation de l'Accord-cadre Canada-CEE, les provinces ont participé aux travaux de deux sous-comités du Comité mixte de coopération (CMC) s'occupant respectivement de la coopération industrielle et de la coopération en général. Les provinces intéressées ont pu faire partie de groupes de travail mixtes créés par les sous-comités pour étudier des questions précises telles que l'aéronautique, les télécommunications, les produits forestiers, les métaux et les minéraux. Les échanges et les contacts officiels entre fonctionnaires provinciaux et représentants de la communauté se sont poursuivis et ont donné lieu à des consultations substantielles touchant entre autres les politiques de l'amiante.





ELABORATION DES POLITIQUES  
ET FONCTIONNEMENT

PARTIE E





Ministère a fait de son mieux pour obtenir des renseignements sur le bien-être des enfants en cause et quand cela a été possible, il a prêté son concours en vue de leur retour au Canada lorsque les tribunaux canadiens avaient déjà statué sur la garde. En partie à cause de la grande détresse qui marque de tels conflits, le public s'est vivement intéressé au rôle du gouvernement fédéral et des provinces dans ce domaine. Du côté provincial, huit provinces ont adopté une loi type sur l'application réciproque des jugements de garde provinciaux depuis 1975, tandis que sur le plan international, le Canada a pris une double initiative pour obtenir la collaboration des autres pays dans le domaine. Au niveau du Commonwealth d'abord, le Canada a fait en sorte que les pays membres envisagent sans tarder la possibilité d'une plus grande collaboration au niveau de l'application des jugements de garde. Par ailleurs, le Ministère a pris l'initiative de faire inscrire ce sujet à l'ordre du jour de la Conférence de La Haye sur le droit international privé, prévue pour 1980; on espère qu'un projet de convention traitant de cette question sera présenté à cette occasion.

En 1978, le Parlement a adopté la Loi sur le transfèrement des délinquants. Cette mesure permet au Canada d'assumer les obligations issues de traités concernant l'application de peines criminelles en vertu desquels, sur une base de réciprocité, les citoyens canadiens condamnés à l'emprisonnement dans des pays étrangers seront autorisés à purger leur peine et leur période de libération conditionnelle au Canada. Un traité canado-américain sur le transfèrement des prisonniers a été ratifié en juillet 1978, et est actuellement en vigueur; un traité analogue avait été signé avec le Mexique en 1977). Un traité sur le transfèrement des délinquants conclu avec la France a été paraphé en 1978.

consulaires, pour renseigner les voyageurs sur les conditions qui régissent dans certaines régions du monde, pour la recherche de parenté à l'étranger et pour l'envoi de fonds en cas de besoin.

#### Commission des réclamations étrangères

En 1978, le secrétaire d'Etat aux Affaires extérieures a reçu périodiquement des rapports et des recommandations de la Commission des réclamations étrangères sur l'admissibilité ou la non-admissibilité de citoyens canadiens à des indemnités puisées à même les caisses des réclamations étrangères de Pologne et de Tchécoslovaquie. Créée en vertu de la loi sur les enquêtes, la Commission est un organisme indépendant chargé d'étudier de telles réclamations et de présenter à leur sujet des recommandations au secrétaire d'Etat aux Affaires extérieures et au ministre des Finances. Aux termes d'accords intervenus avec le Canada, la Pologne et la Tchécoslovaquie versent dans ces caisses des sommes qui servent à liquider les réclamations de citoyens canadiens dont les biens ont été nationalisés (ou saisis) avant la date d'entrée en vigueur des ententes.

#### Droit international privé

Dans le domaine du droit international privé, le Ministère offre des services en vue de faciliter les recours juridiques mettant en cause les juridictions étrangères et canadiennes sur la base de conventions ou de procédures convenues. Avec la mobilité accrue des individus, la coopération internationale englobe maintenant les prestations de sécurité sociale, les obligations alimentaires, les jugements et autres questions connexes. Comme bon nombre de ces questions relèvent de la compétence des provinces, le Ministère fait la liaison avec celles-ci afin d'arrêter et d'administrer les modalités réciproques nécessaires.

L'application du droit pénal est un autre domaine où s'exerce la collaboration entre États et qui rend nécessaire une liaison au Canada et à l'étranger, qu'assure le Ministère. En 1978, le Ministère a mené des négociations avec les Pays-Bas en vue de conclure un nouveau traité d'extradition dont le projet de libellé a été approuvé à l'exception de deux points mineurs. En décembre 1978, le Sénat a adopté un nouveau bill sur les criminels en fuite sur le modèle préparé pour la réunion des ministres de la Justice du Commonwealth tenue à Londres en 1966; une fois ce bill adopté, la loi canadienne s'harmonisera avec les autres lois relatives aux délinquants en fuite, en vigueur au sein du Commonwealth, de même qu'avec les derniers traités d'extradition que le Canada a conclus avec d'autres pays.

Le Bureau des affaires juridiques du Ministère s'est également penché sur les aspects internationaux d'un certain nombre de cas d'enlèvement d'enfant lesquels découlent d'un conflit entre la mère et le père au sujet de la garde de l'enfant; le nombre de ces cas augmente. Le

commissaire des Nations Unies pour les réfugiés, qui fait appel à la générosité de la communauté internationale pour soulager le sort des réfugiés dans le monde. Le Ministère a également joué un rôle de coordination en vue de trouver une solution aux problèmes urgents des réfugiés indochinois recueillis dans la mer de Chine par des navires immatriculés au Canada ou appartenant à des Canadiens.

#### Programme de sensibilisation

Le programme de sensibilisation aux activités consulaires s'est poursuivi tout au long de l'année, l'accent étant placé sur une plus grande diffusion de la brochure destinée aux voyageurs et intitulée "Bon voyage, mais..."; cette initiative a été accueillie favorablement par l'industrie canadienne des voyages. Des porte-parole du bureau des affaires consulaires et des directeurs des bureaux régionaux des passeports ont donné des exposés et ont accordé des interviews à la presse. A la fin de l'année, deux nouvelles initiatives étaient en marche, soit la préparation d'annonces d'intérêt public télévisées au sujet des passeports et des services consulaires, et d'un séminaire sur les services consulaires à l'intention des membres de l'industrie canadienne des voyages et des médias.

#### Bureau des passeports

Le Bureau des passeports est chargé de délivrer des passeports aux citoyens canadiens, ainsi que des certificats d'identité et des titres de voyage, aux étrangers légalement au Canada et y résidant. Depuis 1979, ses bureaux régionaux étaient établis à Calgary, Edmonton, Halifax, Hamilton, Montréal, Québec, St John's, Saskatoon, Toronto, Vancouver et Winnipeg.

En 1978, le Bureau a délivré 754 116 passeports, soit une augmentation de 2,1 p. cent par rapport à 1977. De ce nombre, 42 631 passeports ont été délivrés par les missions diplomatiques canadiennes à l'étranger. L'administration centrale à Ottawa a émis 326 476 passeports, tandis que les bureaux régionaux ont délivré 385 009 passeports.

Quelque 1708 certificats d'identité et titres de voyage ont été délivrés, ce qui représente une baisse de 47,9 p. cent par rapport à l'année précédente. La baisse est probablement attribuable au nombre décroissant de réfugiés entrant au Canada ainsi qu'au raccourcissement de la période de résidence fixée pour l'obtention de la citoyenneté canadienne, qui est passée de cinq à trois ans.

En décembre 1978, on estimait qu'il y avait environ 3 262 000 passeports valides en circulation.

Les bureaux régionaux servent de relais à l'administration centrale en matière d'information sur les passeports et les services



Lorsque les troubles et l'agitation politique ont éclaté en Iran à la fin de l'automne, des mesures d'urgence ont été prises pour protéger les Canadiens et ont abouti à l'une des rares évacuations à grande échelle dans l'histoire des activités consulaires canadiennes. Tout au long de l'opération, on est resté en contact étroit avec les sociétés qui employaient des Canadiens en Iran, avec les missions en cause et avec le ministère de la Défense nationale. Grâce à la collaboration des autorités iraniennes, tous les Canadiens dont la vie était en danger ont pu être évacués sains et saufs.

Plus tôt dans l'année, le Canada avait conclu avec le gouvernement impérial de l'Iran un traité qui supprimait l'exigence d'un visa de sortie pour les visiteurs et les résidents canadiens dans ce pays. L'accord consistait en un échange de notes modifiant l'entente de 1961 sur les exigences en matière de visas pour les voyageurs non immigrants des deux pays.

En 1978, le Canada et les États-Unis ont échangé des instruments de ratification pour l'application d'un traité sur l'exécution des peines de prison (transfèrement des détenus et des libérés conditionnels). Les 12 et 13 octobre a eu lieu le premier transfèrement de détenus canadiens et américains; à cette occasion, 29 Canadiens qui étaient détenus dans des établissements américains et s'étaient vu octroyer la permission de retourner au Canada, ainsi que 40 Américains détenus dans des établissements canadiens, sont retournés dans leurs pays respectifs. Les entretiens se poursuivent entre le Canada et d'autres pays en vue de la négociation possible de traités analogues.

Le Ministère a continué de s'intéresser de près aux développements nés de la Conférence sur la sécurité et la coopération en Europe; il a notamment cherché à faire avancer la question de la réunion des familles. Des progrès constants ont été réalisés aux cours de l'année et de nombreux cas qui étaient pendants depuis longtemps ont été réglés. Le Canada a fait de nouvelles démarches auprès de la Tchécoslovaquie en novembre 1978 et a poursuivi tout au long de l'année des consultations soutenues auprès de nombreux pays afin de résoudre les cas en suspens.

Le Bureau des services consulaires a coordonné l'instruction des demandes de visas faites par les non-immigrants de certains pays désignés. Le nombre de visas émis a continué d'augmenter, surtout ceux délivrés aux délégués commerciaux.

Le problèmes des réfugiés dans le monde s'étant brusquement aggravé et le Ministère se préoccupant de plus en plus de la question de la protection des droits de la personne, le Bureau a nommé en 1978 un Conseiller spécial pour les réfugiés, qui siège également au Comité consultatif du statut des réfugiés. Au cours de l'année, ce Comité a passé en revue 639 demandes d'octroi de statut de réfugié. En outre, le Ministère a fortement appuyé les efforts humanitaires du Haut-

#### Activités consulaires

Malgré une stabilisation apparente du nombre des voyages à l'étranger par des Canadiens en 1978, la demande de services consulaires a connu une augmentation générale dans les 110 missions diplomatiques que le Canada compte à travers le monde.

A Ottawa, le Bureau des services consulaires a coordonné l'activité consulaire de ces missions afin d'offrir une large gamme de services aux Canadiens qui vivent ou qui voyagent à l'étranger. Ses fonctions sont les suivantes: analyser les rapports et statistiques consulaires; élaborer la politique consulaire; négocier des conventions consulaires et des accords multilatéraux et bilatéraux; administrer les programmes de formation consulaire et d'évaluation; suivre de près les développements législatifs susceptibles d'influer sur les services consulaires; faire la liaison avec l'industrie des voyages; et enfin, répondre aux questions du public sur les services consulaires. Dans les missions diplomatiques et consulaires à l'étranger, ces services englobent la délivrance des passeports, la prestation de services notariaux, l'aide aux voyageurs canadiens malades, démunis ou ayant des démêlés avec la justice, et les évacuations d'urgence des pays où sévissent des troubles.

#### Assistance consulaire

En 1978, les missions canadiennes à l'étranger ont rapporté plus de 540 000 cas d'assistance consulaire, dont la plupart étaient des affaires courantes, notamment la délivrance de passeports et la prestation de services notariaux ou de conseils en matière de citoyenneté. Pour ce qui est des cas plus sérieux, il y a lieu de signaler une légère diminution du nombre de Canadiens qui ont connu des difficultés financières. Les missions canadiennes ont aidé 2744 personnes (contre 2800 l'an dernier) à se procurer des fonds auprès de leurs parents et amis résidant au Canada ou leur ont accordé une aide d'urgence. Par contre, le nombre de Canadiens qui ont été rapatriés selon la formule du recouvrement des fonds a fortement augmenté: 375 cas cette année, contre 250 en moyenne les années précédentes.

Au chapitre des cas graves, les missions diplomatiques ont prêté secours aux proches parents de 417 Canadiens décédés à l'étranger. En 1978, le nombre de Canadiens arrêtés ou incarcérés à l'étranger a légèrement augmenté; les agents consulaires ont aidé 864 Canadiens à obtenir des services juridiques et à rester en contact avec leur famille. En plus de veiller à ce qu'aucun déni de justice ne frappe les Canadiens, les agents consulaires se sont efforcés de garantir un traitement juste et non discriminatoire aux détenus canadiens, et ont maintenu avec eux un contact régulier. En 1978, 255 personnes ont été arrêtées ou incarcérées pour trafic ou possession de stupéfiants; l'année précédente, on en avait compté 275. Au cours de l'année, 588 Canadiens dont l'état de santé exigeait un traitement médical d'urgence ont sollicité l'aide des missions diplomatiques canadiennes.





PROTECTION DES INTERETS PRIVES  
A L'ETRANGER

PARTIE D

mis sur pied un service de réponse aux demandes de renseignements écrites et téléphoniques du public canadien. En 1978, le Ministère a réalisé les projets suivants: un film intitulé "l'Office Pearson"; un programme de visites sous l'égide duquel des députés, des journalistes, des enseignants et d'autres personnes se rendent au siège de l'Organisation du Traité de l'Atlantique Nord, de la Communauté économique européenne et d'autres organisations internationales afin de mieux connaître et comprendre les liens multilatéraux du Canada; un petit programme de publications; des projets comme un tableau sur les relations canado-américaines et une collection d'enregistrements didactiques sur des questions de politique étrangère préparée en collaboration avec des responsables provinciaux de l'éducation et destinée aux écoles secondaires; une pochette d'information sur le Jour du Commonwealth; un programme de conférenciers permettant aux chefs de mission du Canada de faire des tournées au pays pour s'adresser à des groupes de citoyens et aux représentants des médias, et de participer à des émissions radio-phoniques et télévisées d'affaires publiques.

#### Restructuration du Ministère

En 1978, le Bureau des affaires publiques a été scindé en deux, un pour les relations culturelles internationales et un autre pour l'information, afin de rendre plus efficace la préparation des programmes dans ces deux domaines. Ces deux bureaux et le Service de presse sont chargés des activités menées par l'administration centrale en ce qui concerne les programmes décrits dans le présent chapitre et au chapitre précédent.

Le Ministère administre également des programmes visant à établir des relations étroites avec le monde universitaire afin de fournir aux professeurs et étudiants intéressés des renseignements sur les relations étrangères du Canada et d'établir un dialogue entre les membres de cette communauté et le personnel du Ministère. En 1978, des fonctionnaires du Ministère ont donné plus de 225 exposés et colloques dans les universités. Des hauts fonctionnaires ont été libérés de leurs fonctions pendant l'année pour se consacrer à l'enseignement, à la recherche et à des travaux écrits, et organiser des colloques sur les relations internationales aux universités Laval, de Victoria, de King's Collège et de Western Ontario. Le Ministère a accordé une aide financière à treize conférences universitaires ainsi qu'à des personnes invitées à donner des exposés à l'occasion d'un certain nombre d'autres conférences consacrées à divers thèmes touchant les relations internationales.

Le domaine des affaires historiques est un autre secteur d'activités du Ministère qui revêt une importance particulière pour les membres de la communauté universitaire ainsi que pour d'autres chercheurs et écrivains qui s'intéressent aux relations étrangères du Canada. Le Ministère s'occupe de recherche et de publication dans le domaine historique et facilite aux spécialistes l'accès aux archives. En 1978, le Ministère s'est concentré à cet égard sur la préparation du Volume 9 des Documents relatifs aux relations extérieures (qui traite de la période 1942-1943) et du Volume 2 des Documents relatifs aux relations entre le Canada et Terre-Neuve. On a entrepris la rédaction d'un ouvrage relatant l'histoire du ministère des Affaires extérieures, qui sera publié en 1984. Des entrevues ont été menées auprès d'anciens fonctionnaires supérieurs, en partie dans le cadre de la préparation d'un ouvrage sur N.A. Robertson, autrefois sous-secrétaire au Ministère. Certains membres de la Direction des affaires historiques ont été invités par des universités à donner des exposés et ont publié des articles.

Pour faciliter le travail des spécialistes, le Ministère a autorisé la publication d'un certain nombre d'articles rédigés d'après des renseignements tirés de dossiers du Ministère; il a également procédé à l'examen de manuscrits de thèses de doctorat pour lesquels les recherches ont été effectuées au Ministère. Il a en outre accordé, sous certaines réserves, l'accès de ses dossiers à une cinquantaine de professeurs et étudiants de doctorat qui ont ainsi pu consulter certains dossiers du Ministère au cours de 1978. Le Ministère a répondu de vive voix ou par écrit à quelque 60 demandes de renseignements par mois. Un examen exhaustif des dossiers a été effectué en vue de leur transfert aux Archives publiques du Canada et de leur utilisation éventuelle par les chercheurs et spécialistes.

Le Ministère fournit au grand public, aux écoles et aux groupes d'intérêts spéciaux des services et des programmes d'information sur la politique étrangère du Canada; dans cette optique, il a notamment



## Programme des expositions universelles

Le Bureau international des expositions (BIE) a considérablement accru ses activités en 1978. Un projet d'exposition universelle à Los Angeles en 1981 a été annulé par les États-Unis, mais la préparation de l'exposition internationale spéciale sur l'énergie qui doit avoir lieu à Knoxville, au Tennessee, en 1982, se poursuit comme prévu.

A la fin de 1978, à la demande du gouvernement du Québec et de la cité de Montréal, la délégation canadienne au BIE a demandé l'enregistrement des Florales Internationales de Montréal, prévues pour 1980. L'enregistrement officiel aura lieu au début de 1979. Le gouvernement de Colombie-Britannique a demandé à la délégation canadienne de faire part aux membres du BIE d'un avant-projet en vue d'une exposition internationale spéciale sur les transports qui se tiendra à Vancouver en 1985 ou 1986.

## Relations de presse et services d'information au Canada

Le Service de presse du Ministère a pour fonctions d'expliquer les orientations de la politique étrangère du Canada aux médias canadiens et de faire connaître les vues du secrétaire d'État aux Affaires extérieures sur les événements internationaux. Le Service informe le ministre et le Ministère des événements internationaux traités dans la presse écrite et électronique; il organise des séances d'information, des conférences de presse et des rencontres avec le ministre. Le Ministère et les missions aident de diverses façons les journalistes canadiens à l'étranger. Grâce à une revue de presse quotidienne et à d'autres rapports sur les actualités canadiennes, le Service de presse et d'autres services du Ministère aident les missions du Canada dans les relations qu'elles doivent entretenir avec les médias à l'étranger (voir le chapitre précédent). Les médias étrangers sont également informés et aident de diverses manières par des contacts réguliers avec des correspondants étrangers qui couvrent la scène canadienne de leur base au Canada ou à l'étranger.

Lorsque le Premier ministre ou le secrétaire d'État aux Affaires extérieures, accompagné de journalistes canadiens, se rend à l'étranger pour participer aux activités d'organisations internationales, le Service de presse organise une séance d'information pour expliquer les objectifs de la visite et publier un cahier de presse contenant tous les documents d'information nécessaires. En 1978, de tels arrangements ont été pris pour la visite du Premier ministre à Washington lors du Sommet de l'OTAN, à l'occasion de sa participation au Sommet économique de Bonn, et lorsque le secrétaire d'État aux Affaires extérieures a pris part à la réunion du Conseil des ministres de l'OCDE à Paris et visite par la suite la Turquie, Chypre, la Chine et le Japon. Des arrangements appropriés avec les médias ont été pris au Canada à l'occasion de la visite de dignitaires étrangers.

Canada. Il a également participé à la production d'un film sur le Canada destiné expressément aux téléspectateurs américains, d'un documentaire sur le système politique canadien et d'un film panoramique du Canada pour diffusion aux quatre coins du globe.

Conscient de l'importance croissante de la télévision dans les communications de masse, le Ministère a aidé les réseaux étrangers désireux de réaliser des émissions au Canada. Vingt-six missions, aux Etats-Unis, en Europe occidentale et au Japon, ont reçu des documentaires axés sur les affaires publiques réalisées par le Ministère en collaboration avec les réseaux de télévision canadiens et destinés à être présentés à des auditoires d'élite. Deux séries d'extraits de films réalisées par l'Office national du film et le Conseil national de recherches ont été distribuées en vue de leur télédiffusion. De nombreux films ont été enregistrés sur ruban magnétoscopique pour être projetés par les missions canadiennes possédant les installations appropriées.

Les expositions ont continué de servir d'appoint au programme d'affaires publiques, soit dans le cadre d'événements de plus vaste envergure, soit en tant qu'attractions par elles-mêmes. En 1978, on a réalisé deux expositions de photos intitulées "Arbres" et "Structures", ainsi qu'une petite exposition itinérante décrivant le Canada comme un pays bilingue et multiculturel. Le Ministère a également participé à la mise sur pied d'expositions pour les foires commerciales internationales d'Alger et de Dakar, et a réalisé des expositions pour le bureau canadien des passeports à Toronto, pour l'Exposition nationale du Canada, la semaine Canada/Amerique à Minneapolis et l'exposition "Salute to Canada", à Houston, au Texas. Au total, quelque 34 expositions ont été montrées pendant l'année dans 186 villes et 48 pays.

En 1978, le Ministère a préparé à l'intention d'auditoires choisis des publications en français, en anglais et en plusieurs autres langues traitant de thèmes canadiens. Parmi leurs titres, on relève Le Canada à Belgrade, un rapport sur la participation canadienne à la Conférence mondiale sur les droits de la personne, Le Canada, brochure d'intérêt général, et Le défi du fédéralisme canadien, exposé sommaire sur le système parlementaire canadien. On a rédigé une nouvelle brochure remplaçant Voici le Canada, réalisé un photo-reportage éducatif sur le Canada, rassemble 36 pochettes d'information générale et mène à bien 100 projets spéciaux pour répondre aux besoins des missions en matière de relations publiques. En outre, le Ministère a lancé la publication d'une série de fiches pour aider les missions à répondre efficacement aux très nombreuses demandes de renseignements tout en y consacrant le minimum de temps et d'efforts.

Le périodique Hebdo Canada a été diffusé dans le monde entier (sur demande) en français, en anglais et en espagnol; il compte environ 20 000 lecteurs. Neuf missions canadiennes à l'étranger ont publié des périodiques dans la langue du pays.

## Services d'information à l'étranger

Toutes les ambassades, et tous les hauts commissariats et consulats du Canada s'occupent dans une certaine mesure de l'information du public et des relations avec la presse. Cette activité est particulièrement intense dans les missions les plus importantes, par exemple celles de Washington, de Londres, de Paris et de Tokyo, mais même les plus petites missions doivent mettre en oeuvre un programme d'information et disposent des ressources nécessaires à cette fin.

À l'aide du matériel d'information produit à Ottawa et à l'étranger, un vaste éventail de projets a été entrepris en 1978 en vue de faire passer le message du gouvernement tout en adaptant le style au gré des auditoires étrangers. On s'est servi de films, d'expositions, de matériel audiovisuel, de publications, de discours et de colloques pour mieux faire comprendre les objectifs, les politiques et les réalisations du Canada, pour projeter à l'étranger l'image d'une société avancée, distincte, stable et capable d'offrir beaucoup au reste du monde, et, pour informer le public étranger de l'évolution politique et économique du Canada.

Les missions du Canada à l'étranger ont attaché une importance accrue aux médias. Pour les aider à se tenir au courant des événements qui surviennent au Canada, on leur a fait parvenir des exposés sur la politique gouvernementale, le texte des déclarations et discours, des coupures de presse, et des documents d'information sur diverses questions de politique nationale et étrangère, notamment sur la situation économique du Canada, les relations fédérales-provinciales, l'énergie, l'urbanisme et les réalisations dans les domaines scientifique et technique. On a préparé, pour des publications étrangères, des articles illustrés et des photomontages. Des pochettes d'information ont été conçues pour les journalistes qui accompagnent les ministres canadiens en visite à l'étranger ou qui assistent à des conférences internationales, et pour ceux qui accompagnent les dirigeants étrangers en visite au Canada. Le programme des visites du Ministère a organisé, à l'invitation de 800 journalistes et "fagotteurs" de l'opinion" de 48 pays, des séances d'information et des voyages devant leur permettre de se familiariser avec le Canada. De la documentation a été rassemblée pour aider à la rédaction de discours, et des Canadiens ont fait des tournées de conférences, tant au pays qu'à l'étranger, à l'appui d'objectifs précis.

Le film a continué de jouer un rôle fondamental dans le programme des affaires publiques. Comme par les années passées, le Ministère a envoyé à ses missions des copies, en diverses langues, de films réalisés par l'Office national du film et l'entreprise privée, et a prêté son concours à des équipes de cinéma étrangères en tournage au



d'une révision des critères de sélection, les bourses du gouvernement canadien seront maintenant attribuées en priorité dans le secteur des études canadiennes ou dans un domaine où le Canada a une compétence reconnue à l'échelle internationale. Le ministère accorde une bourse de voyage aux candidats qui sont sélectionnés par les universités canadiennes comme moniteurs de langue anglaise dans les universités ou lycées français. Ce programme est établi sur une base de réciprocité, et les universités canadiennes reçoivent en échange des pédagogues de langue française. En 1978, quarante-deux moniteurs de langue anglaise provenant de 21 universités canadiennes auront participé à ce programme.

Le programme d'études canadiennes au Japon s'étend maintenant à une dizaine d'universités des régions de Tokyo et de Kyoto. Il se distingue par des chaires d'études canadiennes aux universités de Tsukuba, de Keio et à l'International Christian University. La conférence annuelle de l'Association pour les études canadiennes au Japon, tenue en novembre 1978, réunissait plus de 40 universitaires japonais. Des programmes semblables d'études canadiennes bénéficiant des mêmes appuis que ceux ci-dessus fonctionnent et s'étendent en République fédérale d'Allemagne, en Italie et en Belgique. Par ailleurs, et agissant pour le compte du Ministère, le Conseil de recherches en sciences humaines du Canada a administré un important programme de bourses et d'échanges universitaires touchant l'ensemble des pays ci-dessus et quelques autres.

En collaboration avec l'Association des universités et collèges du Canada et le Conseil de recherches en sciences humaines du Canada, le Ministère a fourni à une centaine d'étudiants, de professeurs et de chercheurs le soutien financier nécessaire pour se livrer à des études et à des recherches en République populaire de Chine et en Union Soviétique. De concert avec les gouvernements provinciaux et le Conseil des ministres de l'Éducation du Canada, le Ministère a en outre coordonné la visite du sous-ministre chinois de l'Éducation et sa délégation en octobre 1978.



## Echanges de jeunes

Dans le cadre de divers programmes, des jeunes du Canada et de l'étranger ont eu l'occasion de se rendre des visites réciproques en 1978. Au cours de celles-ci, ils ont été hébergés dans des familles, ont travaillé à des projets d'utilité publique et ont beaucoup voyagé. Dans le cadre du Programme des jeunes élitistes, des étudiants belges et français ont pu procéder à des échanges avec des jeunes Canadiens de leur âge, tandis qu'un programme de travail d'été a permis à des étudiants de se rendre au Canada ou en Allemagne, selon le cas. Le Programme jeunes techniciens s'adressait à de jeunes Canadiens et de jeunes Mexicains ayant une formation spécialisée.

## Études canadiennes à l'étranger

Le Ministère a poursuivi son programme d'études canadiennes à l'étranger en vue d'accroître le nombre de professeurs et d'étudiants spécialisés dans ce domaine. Les régions cible du programme en 1978 ont été les États-Unis, la Grande-Bretagne, la France, le Japon, l'Allemagne, l'Italie et la Belgique.

Coordonnées par l'Association pour les études canadiennes aux États-Unis, avec plus de 500 membres venant de la plupart des 50 États et financé par le Ministère, les études canadiennes ont continué à prendre de l'importance dans ce pays. Les universités Yale, North-western et Duke ont reçu des dons destinés à susciter l'intérêt des universitaires américains envers les sujets canadiens.

L'Association pour les études canadiennes en Grande-Bretagne a bénéficié de l'appui du ministère pour la tenue de colloques et pour la publication de son "Bulletin of Canadian Studies". Plusieurs universités offrent maintenant des cours portant sur différents sujets du Canada, dont celles d'Edinburgh, de Sussex et de Leeds où des professeurs canadiens furent invités à donner des cours, soit en économie, en histoire, en études canadiennes ou en histoire du Commonwealth.

Le programme d'études canadiennes couvre 17 universités françaises, avec comme principaux points d'appui Bordeaux et Grenoble qui ont des centres pluridisciplinaires d'études canadiennes. À Paris, le Centre culturel canadien et la Maison des étudiants canadiens à la Cité universitaire organisent nombre d'activités reliées à ce programme. C'est ainsi que, en 1978, quinze universités françaises ont reçu 2,200 livres et des abonnements à 129 revues et journaux canadiens. Toujours en 1978, six professeurs français ont bénéficié de bourses du Canada pour entreprendre des recherches en études canadiennes; cette formule a favorisé la création de nouveaux cours. Quelque trente professeurs canadiens ont reçu une aide financière pour participer à des conférences ou colloques ou pour enseigner dans les universités françaises. Les deux pays ont procédé à un échange de quelque soixante-cinq boursiers au niveau du 3<sup>e</sup> cycle et à celui des études post-doctorales. À la suite

Le Ministère a aidé la Galerie nationale du Canada à organiser la première exposition d'oeuvres d'un artiste canadien, Michel Snow, au Centre d'arts et de culture Georges Pompidou, à Paris; d'autre part, le Ministère a poursuivi en 1978 ses dons de livres, de films, de disques et de diapositives à la bibliothèque du Centre.

Le Ministère patronne deux prix littéraires annuels: le premier, pour les oeuvres en langue française, en collaboration avec la Belgique; le second, réservé aux oeuvres en langue anglaise, en collaboration avec l'Australie; ces prix sont remis en alternance. Les lauréats de 1978 sont l'écrivain canadien Jacques Godbout et le poète australien Thomas Shapcott. Par ses dons annuels de livres canadiens, le Ministère a permis à certaines bibliothèques étrangères d'ajouter une section vouée aux auteurs canadiens.

## Sports

Les Jeux du Commonwealth ont eu lieu à Edmonton du 3 au 12 août 1978, et presque tous les pays du Commonwealth y ont participé, quoique l'on ait d'abord craint que la question des relations sportives entre la Nouvelle-Zélande et l'Afrique du Sud n'incite certains pays à se retirer comme cela s'était produit lors des Jeux olympiques de Montréal, en 1976.

La visite, en décembre, du ministre des sports de Cuba en qualité d'invité du ministre d'État à la Santé et au Sport amateur, a servi d'ouverture à un programme d'échanges pour 1979, et c'est ainsi que le Canada a offert à l'équipe nationale de natation cubaine les services d'un entraîneur en résidence. De nombreux entraîneurs étrangers sont venus ici pour contribuer à la réalisation du programme sportif national canadien, mais c'était la première fois que le Canada était en mesure de rendre un tel service à un autre pays.

## UNESCO

De nombreux ministères et organismes gouvernementaux du Canada, tant fédéraux que provinciaux, ainsi que des établissements de haut savoir, des particuliers et des organisations privées se sont intéressés aux activités de l'Organisation des Nations Unies pour l'éducation, la science et la culture (UNESCO); celles-ci englobent les sciences naturelles et sociales, l'éducation et la culture. Le Ministère travaille de concert avec la Commission canadienne pour l'UNESCO afin de veiller à ce que l'Organisation profite pleinement de l'expérience du Canada et à ce que les organismes canadiens soient tenus au fait des sujets qui les intéressent.

La Conférence générale de l'UNESCO, qui se réunit tous les deux ans pour examiner le programme et le budget bienaux de l'Organisation, a siégé à Paris en octobre et en novembre 1978. Pour la première fois dans l'histoire de l'UNESCO, un Canadien a été élu président de la Conférence générale; il s'agit du chef adjoint de la délégation. M. Napoléon Leblanc.

Maillet, Evangéline Deusse, La Sagouline et Capl, jouant les trois pièces en alternance. Au même festival, le dramaturge québécois Michel Garneau, accompagné de six comédiens de Montréal, a dirigé un atelier de dramaturgie. Sous le patronage conjoint du ministère des Affaires extérieures et du département d'Etat des Etats-Unis, Jean-Louis Roux, directeur artistique du Théâtre du Nouveau Monde de Montréal, a donné dans plusieurs universités américaines une conférence sur l'évolution du théâtre canadien. Il y a lieu de signaler aussi la participation du Canada à la conférence O'Neill tenue à Waterford, au Connecticut. Le romancier Mordechai Richler s'est rendu dans diverses universités d'Allemagne de l'Ouest et d'Autriche, donnant des conférences sur la culture canadienne. Les poètes Nicole Brassard et Paul Chamberland ont visité la Hongrie, où ils se sont entretenus avec des écrivains et des éditeurs.

Le Ministère a continué de collaborer avec les impresarios canadiens, permettant à plusieurs d'entre eux d'assister à New York à l'importante conférence de l'International Society of Performing Arts Administrators et de l'Association of College, University and Community Arts Administrators.

En collaboration avec d'autres organismes gouvernementaux, le Ministère a assuré la participation du Canada à divers festivals cinématographiques, notamment la rétrospective du cinéma canadien présentée à Rome, à Florence et à Milan en collaboration avec l'Ambassade canadienne et les Archives du cinéma italien.

Toujours au cours de 1978, l'exposition itinérante Peintres canadiens contemporains, composée de 21 tableaux de sept artistes, a complété son périple dans six villes d'Australie avant de réintégrer la collection permanente de la Banque d'oeuvres d'art du Conseil des arts du Canada. Plusieurs artistes canadiens et galeries privées ont bénéficié de l'aide du Ministère pour participer durant l'été à l'Exposition artistique de Bologne. Une importante collection de gravures réunie par le Musée de l'homme sous le titre Rétrospective Inuit a commencé à circuler aux Etats-Unis grâce à l'aide du ministère des Affaires extérieures. Le Ministère a également parrainé la présentation à l'étranger d'expositions provinciales. Une collection provenant de l'Alberta Art Foundation a été exposée dans cinq villes du Japon, et l'exposition multidisciplinaire de l'Ontario intitulée We Among Others (dépeignant la vie et les arts en Ontario) a été présentée en Grande-Bretagne, en France et en Belgique. En outre, les collections permanentes de lithographies du Ministère, qui sont maintenant au nombre de 14, ont circulé un peu partout en Europe, en Afrique et aux Etats-Unis. Par ailleurs, le Ministère a organisé plusieurs "visites" qui ont permis à des critiques d'art et journalistes étrangers de venir au Canada et à des artistes et des écrivains canadiens de voyager à l'étranger. Les centres culturels canadiens de Paris, de Bruxelles, de Londres et de New York ont établi un programme annuel d'expositions.



## CHAPITRE 1: ECHANGES CULTURELS, UNIVERSITAIRES ET SPORTIFS AVEC L'ETRANGER

### Accords culturels

Au mois de mai 1978, la Commission mixte qui administre les échanges avec la République fédérale d'Allemagne s'est réunie à Ottawa. Des réunions de la Commission mixte Canada-Belgique et de la sous-commission Québec-Belgique ont eu lieu en octobre, respectivement à Liège et à Bruxelles. Des hauts fonctionnaires fédéraux et provinciaux ont rencontré des représentants des Pays-Bas (à Ottawa, en juin) et du Mexique (à Mexico, en novembre) pour discuter d'échanges culturels bilatéraux.

### Echanges artistiques et promotion culturelle

L'Orchestre symphonique de Toronto s'est rendu au printemps au Japon et en Chine, donnant des concerts à Tokyo, à Pékin, à Shanghai et à Canton. L'Orchestre du Centre national des arts a également fait une tournée en Allemagne et dans le sud de l'Italie. L'Orchestre symphonique de Vancouver a donné des concerts en Utah, en Oregon, au Nevada, en Arizona et en Californie, tandis que le Vancouver Chamber Choir s'est produit au congrès national de l'American Guild of Organists, à Seattle. L'organiste Raymond Daveluy a participé au Festival d'été de Paris ainsi qu'au Festival d'Avignon. L'ensemble Quatret Canada a donné huit concerts au Japon avant d'entreprendre une tournée en Corée. Le Ministère a continué à patronner les activités de l'Orchestre mondial des Jeunesses musicales.

La tournée du Ballet national en Allemagne et aux Pays-Bas a été un succès éclatant. Sous l'égide du Ministère, le Toronto Dance Theatre a fait une tournée dans l'est des Etats-Unis. Les danseurs 'KSAAN de Colombie-Britannique ont donné un spectacle au Museums Symposium à Adelaide, en Australie. Plusieurs artistes Inuit, dont Charlie Patagoniak, ont représenté le Canada à la Conférence circumpolaire Inuit à Barrow, en Alaska.

Le One Third Ninth, de Calgary, a fait une tournée en France, en Belgique, en Autriche, en Allemagne et en Grande-Bretagne, et le Tommy Banks Band, d'Edmonton, s'est produit au Festival de Jazz de Montreux, en Suisse; ce dernier spectacle a connu un tel succès que Radio Canada International en a tiré un disque. Enfin, le groupe Nexus a fait une tournée de la Grande-Bretagne.

Au début de l'année, le Théâtre français du Centre national des arts a bénéficié de l'aide du Ministère pour se rendre en France et en Belgique y présenter la pièce *Woyzek* de Bouchner, dans une mise en scène originale de Jean Herbiet et Félix Mirbt. Pendant l'été, également sous les auspices du Ministère, le Théâtre du Rideau Vert de Montréal a présenté au Festival d'Avignon la trilogie d'Antonine





## PARTIE C

### LE CULTUREL ET L'INFORMATION AU SERVICE DES RELATIONS INTERNATIONALES

La façon dont le Canada est perçu à l'étranger importe dans l'exercice de nos relations internationales. Le ministère des Affaires extérieures fait donc en sorte que les milieux influents et autres de nos principaux partenaires dans le monde soient renseignés sur le Canada et ses valeurs. Au Canada, le ministère vise une connaissance accrue de notre politique étrangère et de nos relations internationales en communiquant de façon constante avec les médias et divers publics.

situation au début de 1978, l'accroissement du flot de réfugiés vietnamiens au cours des quatre derniers mois a nécessité que d'autres mesures soient prises et, à la fin de l'année, le gouvernement canadien a annoncé qu'il accepterait 5000 réfugiés en 1979.

Le sous-continent de l'Asie du Sud est dans la trajectoire d'un "arc d'instabilité" qui s'étend de l'Indochine au Moyen-Orient et au-delà. Les problèmes politiques complexes de la région ont fait comprendre combien il est urgent que les pays sous-continentaux participent activement aux discussions sur des questions comme "le dialogue Nord-Sud" et le désarmement.

La visite au Canada du ministre d'Etat indien du Commerce, à l'automne 1978, a servi de jalon pour renouer une relation amicale de longue date. Il a été convenu qu'il serait avantageux pour les deux pays de discuter de l'évolution future de leur association tant à Ottawa qu'à New Delhi.

Les difficultés internes incessantes au Pakistan ont inquiété le Canada. Le parlement canadien a adopté une résolution demandant que le président Zia-ul-Haq fasse preuve de clémence à l'endroit de l'ancien Premier ministre Bhutto et le gracie.



accréditées au Canada par l'ASEAN ont assisté en avril 1978 à la première des consultations officielles Canada-ASEAN; ils y ont discuté, entre autres, de projets d'aide au développement susceptibles d'être menés à bien dans ce contexte.

Les relations avec Singapour et la Malaisie -- l'un et l'autre membres de l'ASEAN et du Commonwealth -- ont été renforcées par la participation du Canada à la Conférence des parlementaires du Commonwealth et à la réunion des hauts fonctionnaires du Commonwealth, toutes deux tenues à Kuala Lumpur. On a envisagé divers moyens d'intensifier la coopération en matière de développement industriel, qui constitue une composante importante des relations du Canada avec la Malaisie. A l'occasion d'une tournée de plusieurs pays de la région du Pacifique, le ministre des Transports de l'Alberta s'est rendu à Singapour en janvier pour discuter des futures ventes de céréales canadiennes dans la région.

Dans le cadre de nos relations avec l'Indonésie, le ministre indonésien de la Recherche et de la Technologie est venu au Canada en décembre. Au cours de sa visite, il a été question des possibilités de collaboration dans les secteurs scientifiques et techniques. Les intérêts commerciaux ont été stimulés grâce à la signature d'un contrat entre le gouvernement indonésien et des entreprises canadiennes pour effectuer les études de rentabilité et de génie d'un projet de 1,4 milliard de dollars financé par la Banque mondiale dans le domaine des mines, des transports et de l'électricité. Ce projet augmentera de façon sensible la production d'électricité dans l'île de Java. En novembre, le président de la Société pour l'expansion des exportations s'est rendu en Indonésie afin d'y conclure des arrangements en vue de l'octroi d'une ligne de crédit de 500 millions de dollars à ce pays. On a noté au cours de l'année une hausse rapide du niveau des engagements au programme canadien d'aide au développement lequel est, principalement axé sur les secteurs de l'agriculture, des ressources hydrauliques, des transports et de l'électricité.

Le lancement de deux projets bilatéraux d'aide au développement (un projet d'électrification des régions rurales et un projet de planning familial auxquels le Canada affecte respectivement 10 et 7 millions de dollars) a constitué un fait saillant des relations du Canada avec la Thaïlande en 1978. Pour les entreprises canadiennes, la Thaïlande demeure un marché attrayant; les exportations canadiennes vers la Thaïlande ont triplé entre 1975 et 1978.

Au cours de l'année, le Canada a fourni au Vietnam des approvisionnements de farine de blé d'une valeur de 6,8 millions de dollars qui devaient être distribués dans des villages reculés. Le Canada a également fait don de \$250 000 à la Croix-Rouge internationale afin d'aider les victimes vietnamiennes des typhons et des inondations. Au début de l'année, en réponse à l'exode de réfugiés du Vietnam, le Canada a mis sur pied un programme visant à accueillir 50 familles de réfugiés par mois. Alors que cette initiative correspondait à l'ampleur de la

L'expansion des relations canado-australiennes en 1978 a été marquée par un accroissement des échanges de vue sur de multiples sujets intéressant les deux pays, dont l'exploitation des ressources, les droits des autochtones, les relations fédérales-provinciales, et des questions générales de politique étrangère.

Les échanges bilatéraux, qui se chiffraient approximativement à 700 millions de dollars en 1978, sont particulièrement importants pour le Canada compte tenu de la prédominance des produits transformés parmi ses exportations vers l'Australie (plus de 80 p. cent). Le Canada attache de l'importance à la position de l'Australie à l'égard des négociations commerciales multilatérales et des négociations visant la conclusion d'accords sur les produits de base principaux, à cause de leurs répercussions sur la production et le commerce de produits tels le blé et les minéraux pour les deux pays.

Le ministre des Affaires étrangères a visité le Canada en octobre; le ministre des Opérations commerciales spéciales est venu en février et en décembre; le ministre des Entreprises et de la Consommation et le procureur général ont effectué une visite en août.

Le commissaire chargé de la protection de la vie privée à la Commission canadienne des droits de la personne, le ministre de la Consommation et des Corporations et un membre de la Cour suprême de la Colombie-Britannique ont assisté à la conférence de l'Association internationale du barreau tenue à la mi-septembre à Sydney.

Le Canada et la Nouvelle-Zélande ont procédé à des consultations sur des questions de politique étrangère d'intérêt mutuel, sur la croissance soutenue des échanges bilatéraux et sur d'autres sujets intéressant les deux pays. Les deux pays ont uni leurs efforts pour promouvoir la stricte application de l'Accord de Gleneagles en vue d'assurer le succès des Jeux du Commonwealth. Les échanges bilatéraux pour 1978 devaient dépasser le chiffre de 165 millions de dollars. Les exportations canadiennes vers la Nouvelle-Zélande sont constituées à 80 p. cent de produits transformés.

En 1978, le premier ministre de la Nouvelle-Zélande, M. Muldoon, a participé à la réunion des ministres des Finances du Commonwealth tenue à Montréal; une délégation de parlementaires néo-zélandais s'est rendue dans plusieurs villes canadiennes; et une délégation de hauts fonctionnaires est venue à Ottawa pour discuter de sujets tels les problèmes économiques et énergétiques mondiaux, les échanges bilatéraux et multilatéraux et le développement international.

Dans ses relations avec les membres de l'Association des nations du Sud-Est asiatique (ASEAN), le Canada s'est attaché à intensifier des relations commerciales mutuellement avantageuses ainsi qu'à approfondir les consultations politiques. Des hauts fonctionnaires du gouvernement canadien et des représentants des missions diplomatiques

ariens. Depuis, certains membres de cette délégation ont été réinvités à Pékin pour des discussions plus approfondies. Au cours de l'année, les échanges sino-canadiens ont augmenté de 20 p. cent, atteignant approximativement 550 millions de dollars.

La visite de l'Orchestre symphonique de Toronto, qui coïncidait avec celle du secrétaire d'Etat aux Affaires extérieures, s'est inscrite dans le cadre d'une série d'échanges culturels et sportifs permanents qui ont consisté notamment, en 1978, en une exposition au Canada des toiles de l'artiste chinois Hu Hsien, une visite en Chine de Celia Franca du Ballet national, une visite au Canada d'un groupe d'observateurs chinois de patinage artistique, une exposition de photographes canadiens en Chine, une visite au Canada de gymnastes chinois ainsi qu'une visite en Chine d'une équipe de la Fédération canadienne de badminton. Une équipe de l'Office national du film a visité la RPC en juin et on procède actuellement à des échanges d'équipes cinéma-tographiques chinoises et canadiennes.

Les échanges scientifiques et techniques se sont poursuivis à un rythme accéléré dans des domaines tels la science du permafrost, la géologie des métaux ferreux, la recherche opérationnelle, l'économie agricole, la géologie des strates précambriennes, l'équipement portuaire, les télécommunications par satellites, le transport de gaz et la science des sols.

Nombre de délégations de hauts fonctionnaires chinois ont visité le Canada en 1978. En juin, le vice-président du Congrès national populaire a dirigé au Canada une délégation de parlementaires en réponse à l'invitation de l'Orateur de la Chambre des communes et du président du Sénat. En juillet et en août, le vice-ministre de l'Agriculture a effectué une visite des installations agricoles canadiennes; en octobre, une délégation de professeurs est venue sous la direction du vice-ministre de l'Education. La Chine ayant demandé au Canada de recevoir jusqu'à 500 étudiants chinois dans ses établissements d'enseignement supérieur, le Canada a fait savoir en septembre qu'il serait heureux d'accéder à cette demande selon la disponibilité des ouvertures dans les universités et instituts de recherche canadiens. Le gouvernement chinois a annoncé qu'il assumerait les frais de cette opération.

Les relations avec les médias ont continué à progresser avec la visite au Canada, en octobre dernier, d'un groupe de journalistes de l'Agence de presse Chine nouvelle (Hsinhua). A la fin de 1978, les représentants de cette agence à Ottawa se sont joints à leurs confrères de la tribune parlementaire.

Le programme de réunion des familles, s'est poursuivi de façon satisfaisante au cours de l'année, la Chine semblant prendre des dispositions pour faciliter l'instruction des dossiers.



Le maintien de la paix et de la stabilité dans la péninsule coréenne demeure vital pour les intérêts canadiens en Corée et dans la région. En dépit de ses efforts, la Corée du Sud n'a pas réussi à renouer le dialogue avec la Corée du Nord. Nombre de Canadiens souhaitent voir s'instaurer en Corée un sentiment de sécurité, condition première d'un véritable respect des droits de la personne dans tout le pays. Le Canada continuera donc d'appuyer les propositions visant à apaiser les tensions qui se font sentir dans la région, tout en demeurant fidèle au principe voulant que la République de Corée joue un rôle de premier plan dans la négociation de tout règlement du problème coréen.

Hong Kong est demeuré l'un des partenaires commerciaux importants du Canada en 1978; nos échanges avec la colonie se chiffrent en dollars à 98 millions au titre des exportations et à 313 millions au titre des importations. La vitalité de l'économie de Hong Kong et la conclusion d'un arrangement sur le textile ont fait beaucoup pour l'amélioration du climat des échanges commerciaux. En 1978, les banques canadiennes ont reçu l'autorisation d'entreprendre des opérations bancaires à Hong Kong, ce qui devrait contribuer à y accroître encore davantage les activités commerciales canadiennes. Compte tenu de l'ouverture rapide de la Chine à l'Occident, le rôle traditionnel de l'entrepôt de Hong Kong vis-à-vis du marché chinois sera probablement renforcé au cours des années à venir.

Le Canada accueille un grand nombre d'immigrants de Hong Kong. En outre, la Commission canadienne installée sur les lieux est chargée des programmes de réunion des familles en ce qui concerne la Chine et le Vietnam.

L'année 1978 a été caractérisée en République populaire de Chine (RPC) par un grand nombre de changements majeurs d'orientation politique qui se sont traduits par une expansion des relations sino-canadiennes. En mars, la Chine a annoncé l'application d'un plan économique décennal visant à transformer la Chine en un État industriel moderne d'ici l'an 2000 et soulignant la nécessité d'acquiescer de l'étranger la technologie et les compétences qui permettraient d'atteindre cet objectif ambitieux.

Cette nouvelle orientation a multiplié les chances du Canada d'accroître ses relations commerciales avec la Chine. En janvier 1978, le secrétaire d'État aux Affaires extérieures a effectué en République populaire de Chine une visite au cours de laquelle une gamme de questions internationales et bilatérales ont été discutées, notamment les possibilités de coopération commerciale et industrielle.

En octobre, un groupe de dirigeants d'entreprises canadiens s'est rendu en Chine et s'est entretenu avec de grands spécialistes chinois dans les secteurs de la transformation, des télécommunications, du transport d'énergie, de la machinerie agricole et des services



La science et la technologie revêtent une importance croissante et en juin 1978, des consultations bilatérales tenues au Canada ont imprimé un élan considérable en faveur d'une collaboration accrue. Les diverses composantes des relations culturelles entre les deux pays ont continué à prendre de l'ampleur. Coup d'envoi de l'année, la visite à Tokyo de l'Orchestre symphonique de Toronto a été suivie par celle d'autres artistes représentant toutes les branches des arts de la scène au Canada. Dans les universités de Tokyo et des environs, les études canadiennes ont été davantage encouragées. Les programmes destinés à familiariser les journalistes japonais avec le Canada se sont poursuivis avec dynamisme.

Ces dernières années, les relations du Canada avec la République de Corée (RDC) se sont élargies considérablement dans les domaines économique et politique. Les échanges commerciaux ont continué de fournir une impulsion majeure, atteignant près de 570 millions de dollars en 1978. Le Canada a réussi dans une bonne mesure à réduire le déficit de sa balance commerciale avec la RDC; les exportations se chiffrent à 200 millions de dollars, soit une augmentation de 40 p. cent par rapport aux chiffres de 1977. Il existe d'excellents débouchés pour les biens et services canadiens, en particulier les produits agricoles et manufacturés et ce, par suite de deux grandes décisions politiques récentes de la Corée: la libéralisation des importations et la "restructuration" de l'économie, de l'industrie légère à l'industrie lourde. Plusieurs autres éléments traduisent l'expansion des relations économiques canado-coréennes: la conclusion de négociations d'envergure en vue de la signature d'accords sur la propriété industrielle et la double imposition; l'établissement d'un cadre de coopération pour les entreprises communes dans le domaine de la construction, et enfin, les initiatives coréennes pour étudier les investissements de capitaux dans l'exploitation des ressources canadiennes. Un accord de limitation de trois ans dans le secteur du textile a aussi été conclu.

Le nombre de visites ministérielles a augmenté sensiblement au cours de l'année. La visite en Corée du ministre de l'Industrie et du Commerce, celle du ministre du Développement économique de la Colombie-Britannique, et enfin la visite au Canada, en mai dernier, du ministre de l'Énergie et des Ressources, ont servi à renforcer les relations économiques entre les deux pays. En juillet, le ministre des Affaires des anciens combattants s'est rendu en Corée afin de commémorer la participation du Canada à la guerre de Corée, tandis qu'en avril, le ministre du Revenu a attiré l'attention de ses hôtes sur certaines questions relevant plus particulièrement de son ministère. Les visites au Canada de membres du Collège national de Défense de Corée et du vice-président de l'Association amicale des parlementaires canadiens et coréens ont enrichi nos relations bilatérales. Les rencontres de hauts fonctionnaires et les échanges d'information sur une foule de sujets dont l'énergie, les communications, la statistique, l'impôt, le revenu annuel garanti, l'agriculture et la planification urbaine, ont continué à se multiplier.

multilatérales, notamment le "Sommet" de Bonn en juillet et la réunion ministérielle de l'OCDE en juin. Les contacts entre fonctionnaires se sont poursuivis dans le cadre des entretiens annuels de planification de la politique canado-nippone et aux Nations Unies. La visite d'une délégation de la Diète japonaise en juillet 1978 a reflété l'intérêt porté à la multiplication des échanges entre parlementaires.

Malgré le caractère déprimant de la situation économique mondiale, l'association économique, qui demeure la pierre angulaire des relations canado-japonaises, a prospéré. En 1978, le Japon est resté au deuxième rang des partenaires commerciaux du Canada. Les exportations canadiennes vers le Japon ont augmenté de 20 p. cent par rapport à 1977, atteignant 3 milliard de dollars, ce qui donne au Canada un surplus commercial de 783 millions de dollars. Les ventes de produits raffinés et manufacturés continuent également à augmenter. Le Japon est le principal marché du Canada pour le charbon et les produits agricoles (principalement la graine de colza, les céréales et le porc), ceux-ci représentant le plus fort pourcentage (35 p. cent) de nos exportations vers ce pays. Le cuivre, le bois de construction, la pulpe et les produits de la pêche figurent aussi parmi nos principales exportations vers le Japon.

On s'attend que les échanges bilatéraux continuent à s'accroître, et le Canada a mis sur pied un programme intensif d'expansion du commerce visant à sensibiliser davantage le Japon à sa capacité industrielle de pointe et à ses mérites en tant que partenaire économique. Dans le cadre de ce programme, les deux pays ont organisé un grand nombre de missions auxquelles ont participé des hauts fonctionnaires et des dirigeants de l'industrie.

La coopération économique a également connu un essor l'an dernier. L'impulsion déjà donnée a été maintenue (notamment dans les domaines de l'énergie, des produits forestiers et du logement) et de nouveaux secteurs propres à des entreprises communes et à des investissements japonais au Canada ont été explorés. La signature, en novembre 1978, d'un contrat entre intérêts canadiens et japonais portant sur les sables bitumineux de l'Altabaska a constitué un événement marquant.

Les secteurs privés des deux pays ont manifesté un réel désir d'accroître leurs contacts. Tenu à Tokyo en mai 1978, la première Conférence canado-nippone d'hommes d'affaires a amélioré la compréhension mutuelle de points de vue différents et jeté les bases d'une coopération accrue. Le gouvernement du Canada a appuyé sans réserve cette importante initiative du secteur privé.

De nombreuses provinces ayant de solides intérêts au Japon, le gouvernement fédéral a continué à encourager leurs efforts et à les consulter sur le contenu et la conduite de la politique canadienne vis-à-vis du Japon.

La grande diversité politique et économique de l'Asie n'a d'égal que son étendue. En sa qualité de pays de la région du Pacifique, le Canada possède en Asie des intérêts de première importance. Par conséquent, un grand nombre d'événements survenus en Asie en 1978 ont eu des répercussions pour le Canada.

Parmi ceux-ci, le rapprochement de la Chine avec les pays occidentaux, dont le Canada, a été l'un des plus extraordinaires. La conclusion d'un traité d'amitié entre la Chine et le Japon témoigne de la nouvelle orientation de la politique chinoise en Asie. L'espoir de stabilité que représentait le retour de la Chine sur les scènes asiatique et mondiale a cependant été compromis par l'accroissement des tensions en Indochine. Le Canada est demeuré profondément préoccupé par ces derniers événements.

D'autres faits nouveaux ont également influé sur les intérêts canadiens. D'abord et avant tout, le Japon et la Corée, tous deux d'importants partenaires commerciaux du Canada, ont cherché à réaménager leurs relations; la collaboration, symbolisée par l'Association des nations du Sud-Est asiatique (ASEAN), est devenue un des thèmes de l'heure dans la région du Pacifique. L'avenir économique prometteur de l'Indonésie, l'un des principaux pays membres de l'ASEAN, nous permet de croire qu'il y aura là-bas davantage de débouchés pour le Canada.

En Asie du Nord, on a cherché à réactiver le dialogue entre le Canada et l'Inde au moment où celle-ci tentait d'harmoniser ses politiques intérieures et étrangères avec les programmes du nouveau gouvernement Janata. Tout le long de la frontière septentrionale de l'Inde, du Bangladesh au Pakistan et au-delà en passant par l'Afghanistan, l'incertitude politique - voire même l'instabilité dans certains cas - a dominé.

Au cours de l'année qui vient de s'écouler, l'évolution des relations entre le Canada et le Japon a continué reflétant l'importance grandissante que revêt l'association pour les deux pays. Dans le domaine politique, l'année 1978 a commencé avec la visite au Japon du secrétaire d'Etat aux Affaires extérieures et la conclusion des négociations sur un Protocole modifiant l'Accord de coopération nucléaire de 1959. Ce Protocole a été subseqüemment signé à Tokyo au nom du Canada par le ministre de l'Industrie et du Commerce. Le ministre des Affaires des anciens combattants et le ministre du Revenu se sont également rendus au Japon en 1978, tandis que le Canada recevait le ministre des Relations économiques extérieures et le vice-ministre du Commerce international et de l'Industrie du Japon. Un accord bilatéral sur les pêches a été signé en avril.

L'habitude de la consultation a été renforcée au niveau ministériel par les discussions engagées lors de réunions économiques

Travaux publics participa à la cérémonie de l'inauguration du barrage de Sidi Saad, le plus important projet de coopération canado-tunisienne; le ministre des Postes représenta le Gouvernement canadien aux funérailles du Président Boumedienne d'Algérie.

Si la coopération au développement demeure l'essentiel de nos rapports bilatéraux avec l'Afrique francophone, l'année 1978 a tout de même été marquée par une intensification de nos échanges commerciaux avec cette partie du globe. Il y a lieu de souligner à titre indicatif la ligne de crédit de \$1,2 milliard accordée à l'Algérie et celle de \$150 millions ouverte au Gabon.



S'inscrivant dans le cadre des initiatives du Président Sékou Touré en vue de rompre l'isolement de son pays, le Sommet de Monrovia aura permis à la Guinée, au Sénégal et à la Côte-d'Ivoire d'entamer le processus visant à une normalisation de leurs relations. La poursuite par la Guinée d'activités visant à intensifier son ouverture sur l'extérieur et à élargir un réseau de relations mutuellement avantageuses permet à ce pays parmi les plus démunis d'entrevoir la possibilité de mettre en valeur ses richesses naturelles.

Au Tchad, une série d'échecs marqua les nombreuses tentatives de négociations avec les forces du Front. L'intervention décisive des troupes françaises en juin a permis de mettre un terme aux offensives rebelles. L'accession d'Issène Habré au poste de Premier ministre devait peser en faveur d'un nouvel équilibre susceptible de promouvoir la réconciliation nationale. Toutefois, de graves tensions entre les responsables politiques tchadiens, suivies d'affrontements armés entre les forces gouvernementales et les forces fidèles au Premier ministre, ont mis un terme à cet équilibre.

La tenue des élections législatives et présidentielles au Sénégal et en Haute-Volta dans le contexte d'un multipartisme limité a constitué une étape décisive de libéralisation et vers l'exercice des droits démocratiques de la population de ces pays.

En 1978 le Canada s'est attaché à maintenir sa politique à l'égard de l'Afrique francophone qui s'articule autour de deux axes principaux: la coopération économique et la francophonie. Le profil de nos activités en matière de coopération a varié selon les pays: poursuite de l'aide traditionnelle au Sénégal et au Zaïre; renforcement de nos programmes dans les pays sahéliens; amorçe de programmes de coopération industrielle au Cameroun, en Côte-d'Ivoire, au Maroc et en Tunisie. Le Canada a participé activement aux travaux de forums consacrés aux questions de développement touchant l'Afrique francophone, comme le Club des Amis du Sahel; les consultations entre pays donateurs ont porté sur le plan de stabilisation du Zaïre, et celles qui ont eu lieu à Paris visaient la mise en oeuvre d'un programme exceptionnel de promotion pour l'Afrique.

Le Canada a accueilli plusieurs visiteurs de marque en 1978, dont les Présidents Senghor du Sénégal et Traoré du Mali. Plusieurs missions ministérielles ont effectué des séjours au Canada, la liste comprenant des délégations venant du Gabon, de la Guinée, de Madagascar, du Bénin, du Togo, de l'Empire Centralafricain, du Niger, du Cameroun, du Rwanda, du Tchad et du Sénégal. D'autre part, plusieurs missions canadiennes se rendirent en Afrique francophone et au Maghreb. Le ministre des Approvisionnements et Services effectua une visite officielle au Togo, au Bénin et au Gabon; le ministre de la Santé nationale et du Bien-être social se rendit à la cérémonie de collation des diplômes aux premiers finissants de l'École polytechnique de Thiès au Sénégal, important projet de coopération canado-sénégalaise; le ministre des

situation à Beyrouth. En octobre, le secrétaire d'Etat aux Affaires extérieures a annoncé une autre contribution en espèces de \$200 000 au Comité de la Croix-Rouge pour les secours au Liban, ce qui a porté à plus de 6,8 millions de dollars le total de l'aide humanitaire du Canada à ce pays.

Le Canada a continué de fournir le plus important contingent national aux forces de maintien de la paix des Nations Unies chargées de surveiller le cessez-le-feu dans la péninsule du Sinaï et sur les hauteurs du Golan. En réponse à une requête urgente du Secrétaire général, Ottawa a détaché des spécialistes en communications auprès de la Force intermédiaire des Nations Unies au Liban pour une période de six mois.

En 1978, les activités commerciales et économiques du Canada au Moyen-Orient ont continué à prendre de l'ampleur. Au cours des dix premiers mois de l'année, les exportations canadiennes vers ces pays se chiffraient à 634 millions de dollars, soit une augmentation de 9 p. cent par rapport à la même période en 1977. Quant aux importations canadiennes en provenance de cette région, elles se chiffraient à 1,2 milliard de dollars pour les neuf premiers mois de 1978, soit une hausse de 11 p. cent par rapport à la même période en 1977.

Au cours de l'année écoulée, l'aide du Canada à l'Egypte et au Soudan a augmenté considérablement. En Egypte, deux projets d'envergure d'une valeur globale de 75 millions de dollars ont été approuvés. Au Soudan, on a élaboré plusieurs projets qui nécessiteront des investissements importants au cours des prochaines années.

### Afrique francophone

En 1978, l'actualité en Afrique francophone et au Maghreb a continué de refléter la diversité et les contradictions au sein d'un ensemble de pays où les développements politiques et économiques sont fortement différenciés et inégaux.

Au Maghreb, plusieurs événements d'importance sont survenus dont la portée véritable était encore incertaine à la fin de l'année. L'arrivée au pouvoir en Mauritanie, en juillet, d'un régime décidé à conduire la paix au Sahara occidental a donné lieu à une activité diplomatique intense; le décès du Président algérien, en décembre, a ralenti l'évolution du problème. D'autre part, le climat social de la Tunisie fut alourdi par une grève violente en janvier et par le procès des dirigeants syndicalistes qui a suivi.

L'attaque menée au Shaba par les ex-gendarmes katangais a sérieusement menacé la stabilité politique et économique du Zaïre. La situation rétablie, deux réunions regroupant à Bruxelles les principaux partenaires du Zaïre au plan de la coopération, dont le Canada, ont examiné un ensemble de mesures visant à favoriser le rétablissement de l'économie zaïroise.

d'Etat (Petite entreprise) a visité l'Iran à l'occasion de l'inauguration d'un grand complexe de pâtes et papier construit par une compagnie canadienne près de la mer Caspienne. Au niveau provincial, le premier ministre de l'Ontario, M. William Davis, s'est rendu en Israël et en Iran en septembre.

En novembre, le premier ministre d'Israël, M. Menachem Begin, a effectué au Canada une visite officielle au cours de laquelle il s'est entretenu avec le premier ministre Trudeau, le secrétaire d'Etat aux Affaires extérieures et d'autres ministres. Au cours de leurs discussions, ils ont abordé tous les aspects de la situation au Moyen-Orient et les deux parties ont exprimé un optimisme prudent. Parmi les visites ministérielles, il y a lieu de signaler celle du ministre des Télécommunications d'Arabie saoudite, qui a accepté l'invitation du ministre des Communications de discuter des compétences canadiennes dans le domaine des télécommunications. (Il convient de noter que Bell Canada est l'une des principales parties à un contrat de 3,4 milliards de dollars pour l'agrandissement du réseau téléphonique saoudien.) Le ministre saoudien du Pétrole est venu au Canada en juin; le ministre de l'Energie, des Mines et des Ressources l'avait invité à prendre la parole à la conférence marquant le cinquantième anniversaire de la Canadian Society of Petroleum Geologists. Pendant son séjour, il a rendu visite au premier ministre de l'Alberta et a brièvement fait escale à Ottawa. En novembre, le ministre du Commerce d'Israël a dirigé une délégation de son pays aux réunions du comité économique conjoint canado-israélien, tenues à Ottawa.

L'ambassadeur du Canada au Caire a signé un accord officiel en vue de l'exposition des trésors artistiques de Toutankhamon à l'Art Gallery of Ontario en 1979.

L'aggravation des troubles intérieurs en Iran a suscité quelque inquiétude quant à la sécurité des Canadiens vivant dans ce pays et, le 30 décembre, il a été conseillé à ces derniers de partir. Le lendemain, les Forces canadiennes recevaient l'ordre de préparer les avions en vue de l'évacuation.

Face au conflit israélo-arabe, le Canada a continué d'adopter une attitude équilibrée et objective, fondant sa position sur les résolutions 242 et 338 du Conseil de sécurité de l'ONU et sur la nécessité de reconnaître à la fois le droit d'Israël à l'existence et les intérêts légitimes des Palestiniens, notamment leur droit de participer aux négociations influant sur leur avenir et la nécessité de trouver une base territoriale pour leurs aspirations politiques. (Voir aussi: Nations Unies)

Au cours de l'année, le Canada a réitéré l'inquiétude profonde que lui causaient les combats incessants au Liban et le peu de progrès vers un règlement politique de la crise libanaise. Le Canada a fait savoir au gouvernement de la Syrie qu'il était vivement préoccupé par la



Au cours de l'année, l'Angola a adopté une attitude plus positive vis-à-vis de ses voisins et de l'Occident. En février, le Canada et l'Angola ont convenu de nouer des relations diplomatiques. Comme l'Angola est le pays de la ligne de front le plus directement touché, il a contribué aux progrès réalisés vers un règlement international acceptable en Namibie.

Le climat tendu qui règne dans la Corne de l'Afrique a continué de préoccuper considérablement les États africains et les autres membres de la communauté internationale. En dépit du retrait de la Somalie de la région de l'Ogaden en mars dernier, le gouvernement de l'Éthiopie a poursuivi ses raids et ses opérations de représailles. En Érythrée, l'Éthiopie doit faire face à la résistance armée des mouvements autonomistes.

Le Canada a établi des relations diplomatiques avec Djibouti et l'ambassadeur canadien accrédité depuis Addis Ababa y a présenté ses lettres de créance en juin.

## Moyen-Orient

Les efforts pour régler le conflit israélo-arabe ont progressé lentement pendant la majeure partie de 1978, mais ils ont connu en octobre un essor spectaculaire avec la signature des deux accords de Camp David. Le premier ministre du Canada a fait parvenir au président Sadate, au premier ministre Begin et au président Carter des messages de félicitations dans lesquels il a salué les accords comme un grand pas en avant et incité les trois dirigeants à poursuivre leurs efforts pour aboutir à un règlement pacifique global. Après Camp David, les négociations en vue de la conclusion d'un traité israélo-égyptien ont avancé, mais de graves problèmes demeuraient encore en suspens à la fin de l'année.

Le gouvernement a comblé une lacune importante dans sa représentation diplomatique au Moyen-Orient en ouvrant, en mai 1978, une ambassade permanente au Koweït, avec accréditation à Bahreïn, à Oman et aux Émirats arabes unis. Ces dernières années, le Koweït et les autres États du Golfe persique ont considérablement accru les revenus qu'ils tirent de la vente du pétrole, revenus dont la majeure partie sert au développement économique et social. Bien que la principale mission de l'ambassade soit de venir en aide aux hommes d'affaires canadiens, elle s'occupe, dans le cadre de ses fonctions ordinaires, de la liaison avec les gouvernements locaux sur des questions telles la politique et les développements dans le secteur énergétique, le dialogue Nord-Sud et l'aide aux pays tiers.

Plusieurs ministres canadiens ont visité la région en 1978. En mars, le secrétaire d'État aux Affaires extérieures a effectué en Israël un voyage au cours duquel il a signé un protocole d'entente sur les relations culturelles israélo-canadiennes. En août, le ministre



L'obligation d'obtenir un visa de non-immigrant; en outre, il a annoncé qu'il refuserait d'accorder un visa aux athlètes et officiels sportifs sud-africains.

Le Canada a maintenu son aide au développement aux petits pays voisins de l'Afrique du Sud membres du Commonwealth, le Botswana, le Lesotho et le Swaziland.

A la fin de 1978, en dépit des signes prometteurs du début de l'année, les tentatives pour aboutir à un règlement pacifique en Rhodésie se sont heurtées à une impasse. Le 3 mars, M. Ian Smith et trois dirigeants noirs ont signé un accord interne prévoyant l'instauration d'une forme de gouvernement de la majorité noire. Cet accord, assorti d'un projet de constitution, contenait un certain nombre de dispositions qui, à toutes fins utiles, garantissaient la permanence de la mainmise des Blancs sur de nombreuses institutions-clés du pays; par ailleurs, le processus y aboutissant n'a pas appelé la participation de tous les Rhodésiens, notamment les groupes de libération à l'extérieur du gouvernement. Pour ces deux motifs, la communauté internationale, dont le Canada, a refusé de reconnaître à la fois l'accord en question et le gouvernement bi-racial qu'il a consacré. Parallèlement, la situation s'est détériorée au point que la loi martiale a été proclamée dans la majeure partie de la Rhodésie et qu'un nombre record de Blancs ont quitté le pays. Le Canada a continué d'appuyer le principe d'un règlement négocié ralliant toutes les parties au conflit; selon lui, les propositions anglo-américaines constituent le meilleur cadre élaboré jusqu'ici pour une transition juste et pacifique vers un gouvernement de la majorité.

La mise en oeuvre d'importants programmes d'aide au développement a continué de marquer les relations du Canada avec les pays du Commonwealth de l'Afrique centrale et orientale, à l'exception de l'Ouganda.

Le président de la Zambie, M. Kaunda, a été réélu en décembre avec une majorité accrue. Ce pays de la ligne de front a été la cible d'attaques terrestres et aériennes de la part des forces de sécurité rhodésiennes, ce qui a contribué à aggraver une crise économique qui a préoccupé la communauté internationale au cours de 1978.

Le grand homme de l'Afrique, Jomo Kenyatta, est décédé en août; le secrétaire d'Etat aux Affaires extérieures a représenté le Canada à ses obsèques. L'élection d'un nouveau président, Daniel Arap Moi, s'est faite sans heurts, ce qui témoigne de la stabilité du Kenya. Le président Moi suit les grandes lignes de la politique de son prédécesseur.

En octobre, les hostilités ont été déclenchées entre la Tanzanie et l'Ouganda quand les forces ougandaises ont occupé pendant deux semaines une bande de territoire tanzanien. A la fin de l'année, les affrontements avaient diminué, mais la tension demeurait forte le long de la frontière.

Les relations canado-nigérianes ont été renforcées par un accord qui, au cours des cinq prochaines années, permettra à 2500 jeunes Nigériens de venir faire des études techniques dans les collèges communautaires et universités du Canada aux frais de leur gouvernement. Un premier groupe de 400 étudiants est arrivé en septembre 1978. Fait tout aussi important, les deux gouvernements ont envisagé sérieusement la création d'un comité économique conjoint afin d'accroître la coopération économique à leur avantage mutuel.

Le Ghana, pays avec lequel le Canada entretient d'étroites relations découlant d'un vaste programme d'aide au développement remontant à son indépendance, a lui aussi progressé vers l'instauration d'un régime civil, mais la transition n'a pas été sans heurts. Après avoir changé de chef pendant l'été, le Conseil militaire suprême a réitéré sa promesse de tenir des élections avant juillet 1979, et il a levé l'interdit contre les partis politiques.

Le Canada a établi des relations diplomatiques avec Sao Tomé et Príncipe, pays composé de deux petites îles lusophones au large de la côte occidentale de l'Afrique.

Le secrétaire d'Etat aux Affaires extérieures et les ministres des Affaires étrangères des quatre autres pays occidentaux membres du Conseil de sécurité ont été les premiers artisans de la multiplication, en 1978, des efforts concertés visant à faire accéder la Namibie à l'indépendance selon des modalités acceptables pour la communauté internationale. Les cinq ministres ont visité Windhoek et Pretoria en octobre afin de convaincre les autorités d'accepter leur plan commun. En dépit de reculs, notamment les incursions militaires de l'Afrique du Sud en Angola et la décision unilatérale de tenir des élections en Namibie en décembre 1978, le gouvernement de l'Afrique du Sud et l'Organisation du peuple du Sud-Ouest africain (SWAPO) ont convenu de collaborer à la mise en oeuvre du plan des Nations Unies pour l'indépendance namibienne. (Pour de plus amples détails, voir: Nations Unies)

L'Afrique du Sud a maintenu en 1978 ses lois draconiennes sur la sécurité et rien ne laisse prévoir que le gouvernement de ce pays envisage d'abandonner les grandes lignes de sa politique d'apartheid. En septembre, le ministre de la Défense, M. Pieter Botha, a remplacé M. John Vorster comme Premier ministre.

Comme l'avait annoncé en décembre 1977 le secrétaire d'Etat aux Affaires extérieures, le gouvernement du Canada a retiré ses délégués commerciaux d'Afrique du Sud et fermé son consulat général à Johannesburg. En avril, il a publié un code de conduite à l'intention des entreprises canadiennes opérant en Afrique du Sud. Ces dernières sont tenues de rendre publics d'ici le 31 mars 1979 des rapports suffisamment détaillés pour que l'on puisse juger si elles ont réussi à améliorer les conditions de travail de leurs employés noirs. En avril également, le gouvernement a imposé aux visiteurs d'Afrique du Sud

En 1978, l'attention des communautés internationale et canadienne est demeurée braquée sur cette région en évolution rapide. On a vu naître cette année l'espoir de trouver une solution pacifique à certains problèmes politiques de longue date, comme en témoignent au Moyen-Orient les accords de Camp David et en Afrique, les progrès réalisés en Namibie à la suite de l'initiative commune du Canada et d'autres gouvernements occidentaux.

Dans d'autres parties de la région, comme le Liban, l'Iran, la Rhodésie, le Zaïre et la Corne de l'Afrique, les conflits et les flambées de violence ont suscité une profonde inquiétude.

Les relations de plus en plus étendues du Canada avec l'Afrique francophone, l'Afrique anglophone et les pays du Moyen-Orient ont été marquées par de nombreuses visites de chefs de gouvernement et par une coopération économique accrue dans les domaines du commerce et du développement.

#### Afrique anglophone

En 1978, l'évolution de l'Afrique anglophone et lusophone a continué d'être dominée par la recherche de solutions internationalement acceptables en Namibie et en Rhodésie; on a néanmoins noté d'importants progrès vers un nouveau régime constitutionnel au Nigeria et au Ghana. A la même époque, l'instabilité persistait dans la Corne de l'Afrique et ailleurs en Afrique centrale et orientale. L'agitation politique et économique qui a affligé ces régions et d'autres en Afrique a servi de toile de fond aux discussions engagées à la quinzième conférence au sommet de l'Organisation de l'unité africaine (OUA), tenue à Khartoum en juillet 1978. Sur la question de l'intervention militaire étrangère, la principale résolution de la Conférence a condamné tout recours à la force et toute politique d'intervention militaire étrangère en Afrique, quelle qu'elle soit. En dépit des obstacles qui se sont dressés sur son chemin, l'OUA persistera à tenter de régler les conflits par le biais de la médiation. Monsieur Edeem Kodjo, ministre des Affaires étrangères du Togo, a été nommé Secrétaire général de l'OUA et a reçu un mandat de quatre ans.

Le gouvernement militaire fédéral du Nigeria a joué un rôle de premier plan dans la recherche de solutions pacifiques en Afrique australe et a collaboré étroitement avec le Canada au Conseil de sécurité. Sur le plan national, il a continué en 1978 de préparer le retour du pays à un régime civil. Une nouvelle constitution a été promulguée et l'interdiction frappant les activités politiques a été levée en prévision des élections générales devant avoir lieu en octobre 1979.

afin de donner suite aux travaux entrepris par la mission canadienne en Suède en 1975 et par la mission suédoise qui était venue au Canada en 1976. La mission de cette année était dirigée par un haut fonctionnaire du ministère de l'Industrie et du Commerce et comprenait des représentants de l'Industrie canadienne dont les activités sont complémentaires avec celles d'entreprises suédoises. A la fin de novembre, une mission commerciale suédoise a visité l'Alberta. La consultation annuelle sur les satellites de radiodiffusion directe a eu lieu à Ottawa en décembre.

En décembre, le sous-secrétaire d'Etat suppléant aux Affaires extérieures s'est rendu à Berne, en Suisse, où il a eu des entretiens sur la politique étrangère bilatérale avec le directeur adjoint du Département politique fédéral. Les Canadiens (juristes, politiciens, fonctionnaires, professeurs, journalistes, etc.) consultent de plus en plus fréquemment les autorités suisses sur le fonctionnement de leurs institutions fédérales. Le Commissaire aux langues officielles du Canada s'est rendu en Suisse en décembre pour discuter de politiques linguistiques.

En 1978, les relations entre le Canada et la Turquie ont été marquées par les visites mutuelles que se sont rendues le secrétaire d'Etat aux Affaires extérieures et le ministre des Affaires étrangères de Turquie. Leurs rencontres, respectivement à Ankara et Ottawa, ont été l'occasion de passer en revue les questions internationales et de discuter des moyens de consolider les relations bilatérales. En octobre, le chef d'état-major de la Défense a visité la Turquie, à l'invitation de son homologue turc.



Les relations entre le Canada et le Portugal ont connu un essor notable. En 1978, le Canada a livré la deuxième partie d'un don de blé d'une valeur de 15 millions de dollars offert au Portugal dans le cadre d'un effort international visant à aider ce pays à redresser sa balance des paiements. En juin, le Collège de Défense canadien s'est rendu à Lisbonne pour y avoir des entretiens et des discussions avec des membres des Forces armées portugaises. Une mission composée de hauts fonctionnaires canadiens spécialistes du commerce a visité le Portugal en mai pour évaluer les perspectives commerciales bilatérales que pourrait créer l'adhésion possible du Portugal à la Communauté européenne. Pour la première fois cette année, le Portugal a acheté des quantités appréciables de produits canadiens de la pêche. Ces achats, ainsi que la ratification par le Portugal du Traité de l'Organisation des pêches de l'Atlantique nord-ouest, marquent le début d'une nouvelle ère dans les relations de pêche bilatérales. Le Portugal continue d'être une importante source d'immigration au Canada.

Les relations canado-espagnoles ont été marquées par la visite officielle en Espagne du Gouverneur général et de Mme Léger, du 13 au 15 mars. Cette visite a donné au secrétaire d'Etat aux Affaires extérieures et à son homologue espagnol l'occasion de passer en revue les relations multilatérales et bilatérales. Une délégation de parlementaires dirigée par le président des Cortes a visité le Canada du 5 au 12 novembre, à l'invitation de la présidente du Sénat, et de l'Orateur de la Chambre des communes. Le groupe espagnol a également visité l'Assemblée nationale du Québec et l'Assemblée législative de l'Ontario. En 1978, l'Espagne a pour la première fois acheté une quantité appréciable de produits de la mer canadiens et est devenue le premier pays européen à acheter l'avion Dash 7. Une mission commerciale composée de hauts fonctionnaires canadiens a visité l'Espagne en mai pour évaluer les perspectives commerciales que susciterait l'adhésion possible de l'Espagne à la Communauté européenne.

Les relations avec la Suède ont été consolidées en 1978 par deux séries d'entretiens bilatéraux entre hauts fonctionnaires canadiens et suédois. Le sous-secrétaire d'Etat suédois chargé de la coopération et du développement, devenu par la suite ministre des Affaires étrangères de Suède, est venu à Ottawa en avril pour procéder à des consultations sur les politiques d'aide. En septembre, le sous-secrétaire d'Etat aux Affaires étrangères de Suède est venu à Ottawa où il a eu des entretiens politiques avec le sous-secrétaire d'Etat aux Affaires extérieures.

Comme par les années précédentes, un nombre considérable de Canadiens et de Suédois de divers métiers et professions se sont rendus mutuellement visiter afin de partager leur expérience et leur compétence. En septembre, le comité parlementaire permanent du marché du travail suédois est venu au Canada pour étudier le marché du travail canadien ainsi que les industries minières et des pâtes et papiers. Une mission canadienne de coopération industrielle s'est rendue en Suède en octobre

Nos relations avec les Pays-Bas ont progressé normalement dans tous les secteurs, y compris au chapitre des échanges commerciaux pour lesquels ce pays demeure l'un de nos partenaires européens les plus importants. Enfin, les consultations politiques informelles sur différentes questions internationales se sont poursuivies avec le gouvernement de La Haye.

#### Autres pays de l'Europe de l'Ouest

Tout en poursuivant leur collaboration de longue date sur des questions multilatérales, le Canada et l'Autriche ont mis l'accent sur leurs relations bilatérales. En octobre, le ministre de l'Énergie, des Mines et des Ressources a rencontré le ministre de l'Industrie et du Commerce de l'Autriche à Vienne. Par la suite, le sous-secrétaire d'État suppléant aux Affaires extérieures s'est rendu à Vienne pour discuter de questions de politiques étrangères avec le Secrétaire général du ministère des Affaires étrangères d'Autriche.

Les efforts déployés depuis 1975 par le Canada et la Finlande en vue d'instaurer une coopération industrielle entre les deux pays se sont traduits en mai par la visite d'une mission canadienne composée de fonctionnaires du ministère de l'Industrie et du Commerce et de représentants d'un certain nombre d'entreprises canadiennes. En décembre, le sous-secrétaire d'État suppléant aux Affaires extérieures s'est rendu à Helsinki pour s'entretenir de questions de politique étrangère avec le Secrétaire général adjoint du ministère finlandais des Affaires étrangères.

Une mission canadienne composée de hauts fonctionnaires spécialistes du commerce a visité Athènes en mai afin d'étudier les nouvelles perspectives commerciales que pourrait faire naître l'adhésion de la Grèce à la Communauté européenne, prévue pour l'année prochaine. Comme par le passé, la Grèce a continué de fournir au Canada un fort contingent d'immigrants.

Les consultations entre le Canada et l'Islande se sont poursuivies en 1978 sur les questions relatives au droit de la mer et aux pêches. L'Islande a également pris des mesures en vue d'élargir sa représentation au Canada en ouvrant des consulats à Edmonton et à Calgary.

À la fin d'octobre, le ministre de la Défense de la Norvège s'est entretenu à Ottawa avec son homologue canadien au sujet de l'engagement militaire canadien envers la Norvège. En février, le secrétaire d'État aux Affaires politiques du ministère norvégien des Affaires étrangères et le sous-secrétaire d'État suppléant aux Affaires extérieures du Canada ont discuté à Ottawa de questions bilatérales de politique étrangère. Pour la première fois, l'Université d'Oslo a offert un cours sur la culture canadienne française. Le comité de l'Éducation du Storting norvégien s'est rendu à Toronto pour s'y entretenir avec des fonctionnaires du ministère de l'Éducation de l'Ontario.

d'arrangements administratifs reliés à l'Accord de sécurité sociale entre les deux pays signé lors de la visite de monsieur Andreotti. Les instruments de ratification de cet Accord ont été échangés à Rome en décembre. Le premier du genre conclu par le Canada avec un pays étranger lequel bénéficiera, à compter du 1er janvier 1979, à des milliers de migrants de nos deux pays. La coopération dans les domaines nucléaire, industriel et culturel s'est poursuivie et dans certains cas intensifiée tout au long de l'année 1978. La présence culturelle canadienne en Italie, notamment, s'est enrichie considérablement par le biais d'une progression marquée des études canadiennes dans les milieux universitaires.

Les Premiers ministres Trudeau et Andreotti se sont rencontrés à quelques reprises et ont passé en revue l'état de nos relations bilatérales: d'abord à Washington, en mai, dans le cadre d'une réunion au sommet de l'OTAN, puis à Rome, en septembre, à l'occasion de l'introduction de S.S. Jean-Paul Ier. Les Premiers ministres se rencontrèrent également à Bonn en juillet lors du Sommet économique.

Il y a lieu enfin de signaler l'inauguration officielle en avril des habitations construites, dans la région dévastée du Frioul, projet animé par le Congrès national des Italo-canadiens et appuyé par le gouvernement fédéral et les gouvernements et citoyens de plusieurs provinces canadiennes. Le ministre de la Santé nationale et du Bien-être social ainsi que le ministre d'Etat chargé du Multiculturalisme ont représenté le gouvernement fédéral aux cérémonies marquant cette inauguration: y étaient également présents le ministre de l'Immigration et le ministre de la Santé de l'Ontario.

En juin 1978 le Canada reçut Son Altesse Royale la Princesse Margriet des Pays Bas et son époux, monsieur Pieter van Vollenhoven. En plus d'Ottawa, le couple princier a visité l'Alberta et les Territoires du Nord-Ouest et a honoré de sa présence le 27e congrès de la Légion Royale canadienne à Edmonton.

Parallèlement à une réunion de l'OCDE en juin à Paris, le secrétaire d'Etat aux Affaires extérieures s'est entretenu avec son homologue néerlandais de questions reliées principalement aux politiques respectives de nos deux pays en matière nucléaire. Par ailleurs, les réalisations des Pays-Bas dans le domaine des transports ont suscité un intérêt marqué au Canada au cours de l'année ainsi qu'en témoignent les visites successives aux Pays-Bas des ministres des transports, l'un du Québec et l'autre de la Colombie britannique et du gouvernement fédéral. Le ministre fédéral a visité notamment les installations portuaires et d'emmagasinement des céréales de Rotterdam ainsi que l'aviation de la société Fokker. Les affaires culturelles ont retenu l'attention, lors de la visite au Canada, d'une délégation de fonctionnaires néerlandais venus rencontrer leurs collègues canadiens afin d'accroître les échanges déjà assez importants entre nos deux pays dans ce domaine.



britannique a voyagé au Canada en mai et juin, visitant des installations agricoles en Colombie-Britannique, en Alberta, au Manitoba et en Ontario. En septembre, le ministre des Transports a visité l'exposition aéronautique de Farnborough, où il a eu avec son homologue britannique des entretiens portant sur diverses questions relatives au transport. Également en septembre, le ministre des Pêches a visité plusieurs centres de pêche écossais, prononçant un discours au deuxième Symposium international de l'Atlantique à Edimbourg. Monsieur Joe Clark, alors chef de l'Opposition, a été reçu à Londres par son homologue britannique, Mme Margaret Thatcher, par le secrétaire d'État à l'Emploi et par le ministre d'État au Foreign and Commonwealth Office. Monsieur Clark a également rencontré le Secrétaire général du Commonwealth, M. Shridhat Rampal. Parmi les représentants des provinces qui se sont rendus en Grande-Bretagne, mentionnons le Premier ministre de Terre-Neuve, le ministre des Affaires intergouvernementales du Québec, le ministre des Finances du Québec et l'ancien ministre du Trésor et des Affaires intergouvernementales de l'Ontario.

Le 8 septembre, à Londres, les deux gouvernements ont signé une convention tendant à éviter la double imposition et à prévenir l'évasion fiscale en matière d'impôts sur le revenu et sur la fortune. Deux sessions de négociations ont été tenues, à Londres en avril et à Ottawa en octobre, concernant l'accord aérien entre les deux pays.

Les relations canado-irlandaises évoluent maintenant dans

de nouveaux domaines, en particulier le secteur économique, et se traduisent par des investissements canadiens dans des industries irlandaises. Deux ministres irlandais ont fait des visites privées au Canada en 1978. En mars, le ministre des Finances est venu à Ottawa où il a rencontré son homologue canadien ainsi que le ministre de l'Énergie, des Mines et des Ressources, avec lesquels il a discuté de questions bilatérales et de problèmes économiques multilatéraux. Par la suite, le ministre des Finances d'Irlande s'est rendu à Toronto, où il a rencontré le lieutenant-gouverneur de l'Ontario, l'honorable Pauline McGibbon, et à Montréal, où il s'est entretenu avec le premier ministre du Québec, M. René Lévesque, et le ministre d'État à la réforme parlementaire. Le ministre d'État au Tourisme de l'Irlande est venu au Canada en juin en visite de travail et son itinéraire l'a conduit à Toronto, à Halifax et à Montréal et le Commissaire en chef des droits de l'homme au Canada a participé à des consultations sur les droits de la personne à Dublin au mois de décembre.

Les relations entre le Canada et l'Italie de façon notable ont été rehaussées en 1978 sous l'impulsion engendrée par la visite au Canada, à la toute fin 1977, du Président du Conseil des ministres, monsieur Giulio Andreotti. Si l'évolution en termes statistiques a été moins marquée que prévue dans les secteurs commerciaux et de l'immigration, deux événements augurant bien pour l'avenir sont survenus. Mentionnons tout d'abord la création en février d'une Chambre de commerce italo-canadienne en Italie; en second lieu, la conclusion en octobre



Un groupe de sénateurs français et plusieurs Conseillers généraux de différents départements français sont venus au Canada. En avril, à Dijon, le ministre des Approvisionnements et Services, prononçait un discours lors du 28e Congrès de l'Association France-Canada. Le ministre français de l'économie, a eu des échanges avec son homologue canadien et il en a été de même à différents occasions entre le secrétaire d'Etat aux Affaires extérieures et son homologue français.

La France et le Canada ont également élargi leur coopération sur la scène internationale. Les deux pays se sont retrouvés côte-à-côte au Liban au sein de l'UNIFIL, et ils se consultent régulièrement sur l'Afrique comme sur d'autres dialogues internationaux tels la CSCE, l'exploitation des fonds marins, le dialogue Nord-Sud et, plus récemment, le désarmement. A Bonn, le Président de la République française et le Premier ministre du Canada ont profité du Sommet pour approfondir ensemble certaines questions économiques. Ces échanges se sont poursuivis au mois de décembre alors que M. Trudeau se rendait à Paris à l'invitation de M. Giscard d'Estaing. M. Trudeau en profitait pour confirmer la venue en février 1979 au Canada du Premier ministre du gouvernement de la République française, M. Raymond Barre.

Les intérêts communs que partagent le Canada et la Grande-Bretagne permettent une collaboration et un dialogue fructueux sur des questions bilatérales et multilatérales.

Les premiers ministres, MM. Trudeau et Callaghan, se sont rencontrés au palier multilatéral lors de la réunion des chefs de gouvernement de l'OTAN, à Washington en mai, et au Sommet économique de Bonn en juillet; ils ont également eu des entretiens à Londres en décembre sur une vaste gamme de sujets, notamment les progrès économiques réalisés au cours des six mois suivant le Sommet. Une consultation et une collaboration particulièrement étroites se sont établies lors de l'initiative des cinq pays occidentaux sur la question de la Namibie.

Cette question et d'autres ont été abordées à plusieurs reprises par le secrétaire d'Etat aux Affaires extérieures et le secrétaire britannique aux Affaires étrangères, ainsi que lors de la visite à Ottawa, en mai, du ministre d'Etat au Foreign and Commonwealth Office. Les questions économiques multilatérales, notamment les négociations actuelles du GATT, ont été au centre des discussions lors de la visite à Ottawa, en octobre, du secrétaire d'Etat britannique au Commerce.

Comme par les années passées, une série de questions d'intérêt bilatéral ont été abordées tant au niveau gouvernemental qu'informel. Au nombre des Canadiens qui se sont rendus en Grande-Bretagne, citons le ministre de l'Agriculture, qui s'est entretenu avec son homologue britannique d'un certain nombre de questions d'intérêt commun avant d'assister en février à la Conférence internationale sur le blé. Par la suite, sur l'invitation de son homologue canadien, le ministre

Le ministre ontarien de l'Agriculture et de l'Alimentation s'est rendu officiellement en Belgique en septembre 1978. La commission culturelle mixte Belgique-Canada a tenu sa réunion annuelle à Liège en octobre 1978.

Les intérêts que le Canada et le Danemark partagent dans l'Arctique ont donné un relief particulier en 1978 aux relations entre les deux pays. En effet, les recommandations de la Commission d'enquête sur l'autonomie interne du Groënland, instituée en 1975, ont été adoptées par le Parlement danois en 1978 et un nouveau régime autonomiste au sein du Royaume du Danemark sera progressivement instauré à partir de 1979 et le gouvernement du Danemark transférera aux habitants du Groënland l'administration de leur immense province dont les côtes voisinent celles des Territoires du Nord-Ouest. Les contacts culturels sont déjà nombreux entre les Inuit et les Groënlандаis, et nos deux pays poursuivent un important programme de coopération scientifique et technique, particulièrement dans les domaines des ressources naturelles et de la pêche. Le sous-secrétaire permanent aux affaires du Groënland s'est entretenu en septembre avec ses homologues des Affaires Indiennes et du Nord et il a visité Frobisher Bay, Schefferville, Churchill Falls et Fort Chimo.

La France et le Canada ont profité de l'année pour approfondir les dossiers de la coopération franco-canadienne afin de consolider l'acquis et de bâtir l'avenir. C'est ainsi que se sont réunis des groupes de travail sur l'industrie et l'agriculture, sur l'énergie et les matières premières, respectivement en mars et en octobre 1978, à Paris. Ces réunions ont permis de démontrer le potentiel considérable de la coopération économique et énergétique entre les deux pays. A cela s'ajoute la coopération scientifique qui s'est concrétisée par la réunion de la Commission mixte en formation scientifique à Ottawa, en mai. Le total des échanges commerciaux s'est maintenu aux alentours de \$1 milliard mais les exportations canadiennes de produits finis vers la France ont baissé même si elles restent supérieures en moyenne à celles vers les autres pays de la Communauté. En revanche, les investissements français au Canada continuent de croître; la France occupe le 4<sup>e</sup> rang de nos fournisseurs de capitaux et constitue le 3<sup>e</sup> pays d'accueil des investissements canadiens. De nombreuses négociations ont été amorcées ou poursuivies en 1978 avec des résultats souvent prometteurs: reprise de l'exploitation par une société française d'une mine d'uranium en Saskatchewan; négociations sur des accords en matière de sécurité sociale, d'extradition ainsi que de transfèrement des détenus; poursuite des négociations en vue de conclure un arrangement intérimaire de pêche et de délimiter les frontières maritimes autour de St-Pierre et Miquelon; discussions relatives à l'exportation de peaux de phoques; discussions, enfin, touchant le remboursement des frais de déménagement des bases de l'OTAN. La coopération s'est également affermie dans le domaine de l'urbanisme et de l'aménagement du territoire ainsi que dans le domaine spatial, surtout avec l'accès au Canada au rang de membre associé de l'Agence spatiale européenne.

Canada. A Ottawa, M. Jenkins a eu des entretiens avec le Premier ministre Trudeau de même qu'avec le secrétaire d'Etat aux Affaires extérieures et avec les principaux ministres du Cabinet. Il a aussi rencontré le Premier ministre de l'Ontario.

En septembre 1978, le ministre des Transports s'est rendu à Bruxelles pour s'entretenir avec le vice-président de la Commission sur le commerce agricole, en particulier sur celui des céréales. Il a aussi rencontré le Commissaire de la Communauté responsable du transport maritime. Certains ministres provinciaux ont aussi visité le siège de la Communauté européenne afin de rencontrer des représentants de la Commission.

L'année 1978 fut importante pour les relations bilatérales canado-allemandes. L'un des faits les plus marquants, qui a fait ressortir le rôle moteur que joue la République fédérale d'Allemagne en tant que démocratie stable dotée de solides assises économiques, fut le Sommet économique qui a réuni à Bonn, en juillet, les chefs d'Etat ou de gouvernement de sept des principaux pays industrialisés du monde.

Le premier ministre du Canada, M. Trudeau, a assisté à cette réunion et a par la suite effectué une visite bilatérale qui a ouvert de nouvelles perspectives aux relations entre le Canada et l'Allemagne de l'Ouest. Le ministre des Finances avait simultanément des entretiens avec son homologue allemand. Le secrétaire d'Etat aux Affaires extérieures s'est également entretenu longuement avec le ministre des Affaires étrangères d'Allemagne, avec qui il avait collaboré étroitement aux Nations Unies dans le cadre de l'initiative des cinq pays occidentaux visant à trouver une solution au problème namibien.

A la fin de la visite de juillet, les deux pays ont publié un communiqué conjoint dans lequel ils s'engageaient à tenir des consultations annuelles sur des questions politiques, financières et économiques. Des deux côtés, on s'est empressé de donner suite à cette invitation, qui a été suivie de cinq visites au Canada de ministres ou de hauts fonctionnaires, notamment la visite du ministre allemand de la Défense à Ottawa et aux bases des Forces canadiennes dans l'Ouest du Canada, dont au camp Shilo, où des troupes allemandes s'entraînent à l'aide de chars Leopard. En outre, le ministre d'Etat au bureau du Chancelier a tenu au début de novembre des consultations politiques et économiques détaillées avec des ministres et des hauts fonctionnaires canadiens.

Si la République fédérale d'Allemagne est un pays prioritaire pour le Canada, venant au quatrième rang au chapitre des exportations, il reste qu'en chiffres absolus, ce commerce ne représente qu'une fraction modeste des exportations canadiennes totales, soit 1,8 p. cent. De toute évidence, il y a place pour un plus fort volume d'échanges bidirectionnels, et l'instauration de consultations plus étroites sur une vaste gamme de sujets, y compris des échanges économiques permettant d'exploiter ce potentiel en 1979.



égard, s'est terminée en mars. Au cours de cette réunion, la délégation canadienne a joué un rôle à la mesure de l'importance que le gouvernement canadien accorde à la CSCE, compte tenu de l'intérêt que cette conférence avait suscité au Parlement et parmi les Canadiens. Dix-neuf parlementaires, représentant le Sénat et la Chambre des communes, ont accompagné la délégation canadienne à titre d'observateurs. La déclaration de clôture du Canada a été faite par le ministre d'Etat chargé du multiculturelisme.

Pour le Canada et d'autres pays occidentaux, la réunion de Belgrade fut relativement décevante, car elle n'a pas produit le genre de document final que recherchait l'Occident dans le domaine des droits de la personne et des questions humanitaires. Néanmoins, l'examen approfondi de l'application de l'Acte final, auquel a été consacrée la première partie de la réunion, s'est soldé par plusieurs résultats positifs. Les participants se sont surtout penchés sur les aspects humanitaires de l'Acte final; pour la première fois, on a confirmé implicitement que la question des droits de la personne pouvait légitimement constituer un thème de discussions Est-Ouest, et on a relevé les lacunes dans l'application des dispositions à cet égard et dans d'autres domaines, indiquant que les améliorations devaient être apportées. En outre, le document final réaffirme l'engagement de tous les Etats signataires envers l'application pleine et entière de l'Acte final et reconfirme toute l'importance que revêt la CSCE dans le processus de détente. Dans la déclaration qu'il a faite à l'issue de la réunion, le Canada a clairement indiqué qu'il continuerait au cours des prochains mois à faire ressortir l'importance des objectifs humanitaires de l'Acte final et à insister sur le rôle central que l'individu doit jouer dans la poursuite des objectifs de la Conférence.

Comme prévu dans le document final publié à Belgrade, deux réunions d'experts de la CSCE ont eu lieu, avec la participation du Canada. A la première de ces réunions, qui a été convoquée à Bonn, il a été décidé de tenir en février 1980, à Hambourg, un colloque scientifique afin de discuter des problèmes d'intérêt commun dans le domaine des sciences exactes et naturelles, de la médecine et des sciences humaines et sociales, et dans le but de favoriser les contacts entre scientifiques. La deuxième réunion, tenue à Montreux, portait sur le règlement pacifique des différends.

### Les Communautés européennes

L'événement marquant de nos relations avec les Communautés européennes en 1978 a été la visite au Canada au mois de mars du Président de la Commission des Communautés, Roy Jenkins. Le but principal de sa visite était de faire le bilan des activités de coopération industrielle et commerciale entre le Canada et la CE à l'occasion de la deuxième réunion du Comité mixte de coopération institué par l'Accord-cadre de 1976 avec la CE. Au cours de son séjour M. Jenkins a pu se rendre compte de la diversité géographique, économique et culturelle du



destinées à produire de l'électricité. Ces contrats seront exécutés dès que seront accomplies les formalités juridiques nécessaires. La Roumanie a ratifié le traité de non-prolifération et a signé une entente avec l'Agence internationale de l'énergie atomique pour l'application de garanties à toutes ses installations nucléaires. En outre, elle a conclu avec le Canada un accord sur les garanties applicables à l'utilisation du nucléaire.

Un accord sur les relations mutuelles en matière de pêches a été signé en janvier et une convention pour l'élimination de la double imposition a été ratifiée en novembre. Un sous-ministre adjoint de l'Industrie et du Commerce a dirigé une délégation de fonctionnaires canadiens aux négociations commerciales annuelles Canada-Roumanie, qui ont eu lieu à Bucarest en septembre.

Les échanges entre le Canada et la Bulgarie ont sensiblement augmenté cette année. En octobre, le patriarche Maxime de l'Eglise orthodoxe bulgare a visité les paroisses orthodoxes bulgares de Toronto et de Montréal et a été reçu à Ottawa par la présidente du Sénat, Mme Renaude Lapointe. Le ministre de l'Agriculture de l'Ontario s'est rendu en Bulgarie en septembre pour discuter de la coopération commerciale et scientifique dans le domaine de l'agriculture. Le sous-ministre des Affaires étrangères de Bulgarie est venu à Ottawa en novembre afin de participer aux premières consultations sur les questions multilatérales et bilatérales, qui ont eu lieu au niveau des hauts fonctionnaires canadiens et bulgares. Une délégation dirigée par le sous-ministre adjoint de l'Industrie et du Commerce s'est rendue à Sofia en septembre pour explorer les possibilités d'accroître la coopération commerciale et économique bilatérale.

Contrairement à d'autres pays de l'Europe orientale, la Yougoslavie ne fait partie ni de l'alliance militaire du Pacte de Varsovie, ni du Conseil de l'aide économique mutuelle, qui est une association économique regroupant des États communistes. La politique étrangère de ce pays est caractérisée par une grande indépendance et se rapproche beaucoup de celle des pays du tiers monde. Par conséquent, il y a place pour une très large coopération canado-yougoslave au sein de diverses organisations internationales dont ils font tous les deux partie, telle l'Organisation des Nations Unies. Les deux pays tiennent également des consultations bilatérales; par exemple, le sous-secrétaire fédéral aux Affaires étrangères de Yougoslavie a visité Ottawa en septembre pour discuter des relations canado-yougoslaves et de questions multilatérales. La Yougoslavie a ouvert un consulat général à Vancouver en novembre.

## Conférence sur la sécurité et la coopération en Europe

La première réunion de rappel de la CSCE, convoquée à Belgrade en 1977 dans le but d'examiner l'application des dispositions de l'Acte final et de voir quelles améliorations pourraient être apportées à cet

Le fait saillant des relations entre le Canada et la Tchécoslovaquie en 1978 fut la signature, en octobre, d'un contrat prévoyant la construction d'une usine de pâte à papier dans le Nord de la Slovaquie par une firme de Vancouver, au coût de 300 millions de dollars; on prévoit que ce projet créera 10 000 années-personnes d'emploi au Canada. En novembre, des entretiens politiques ont eu lieu à Ottawa entre des fonctionnaires du ministère des Affaires extérieures et une délégation tchécoslovaque dirigée par le vice-ministre des Affaires étrangères.

La troupe tchécoslovaque Théâtre Noir a fait une tournée en Ontario et au Québec et des échanges ont été amorcés entre Le Young People's Theatre de Toronto et le groupe tchécoslovaque Lanterna Magika. Le Canada a participé à Prague au championnat du monde de hockey, gagnant la médaille de bronze; la Tchécoslovaquie a mérité l'argent.

Les relations avec la Hongrie ont été marquées par la visite au Canada, en mars 1978, du secrétaire d'Etat et président de l'Office hongrois de l'éducation physique et des sports, qui a conclu avec le ministre d'Etat chargé de la Santé et du Sport amateur un accord sur la coopération dans les domaines de l'éducation physique et des sports. En juillet, le vice-ministre des Affaires étrangères de Hongrie est venu à Ottawa où il a eu pendant deux jours des entretiens politiques avec des fonctionnaires des Affaires extérieures. Un sous-ministre adjoint de l'Industrie et du Commerce s'est rendu à Budapest en septembre pour s'entretenir de questions commerciales avec des hauts fonctionnaires hongrois. Le deuxième ambassadeur résident du Canada en Hongrie a présenté ses lettres de créance au gouvernement hongrois en octobre.

Un certain nombre de premières ont marqué les relations culturelles canado-hongroises en 1978: l'orchestre de chambre McGill s'est produit à Budapest; un cours de littérature canadienne a été mis sur pied à l'Université de Budapest; et enfin une chaire d'études hongroises a été créée à l'Université de Toronto, la moitié du financement initial de \$600 000 étant fourni par le programme du multiculturalisme du Secrétariat d'Etat. Des poètes canadiens-français et hongrois se sont rendus mutuellement visite et d'autres échanges du même genre sont prévus. Enfin, le directeur du Conseil des arts du Canada et le premier vice-président de la société Radio-Canada ont effectué d'importantes visites de liaison.

Le secteur nucléaire est apparu comme le plus prometteur des nouveaux champs de coopération entre le Canada et la Roumanie. C'est ce qui ressort de la visite en Roumanie qu'a faite en septembre le ministre de l'Energie, des Mines et des Ressources. Son hôte, le premier vice-premier ministre de Roumanie, est venu au Canada en novembre. L'Energie atomique du Canada Limitée a signé en décembre un contrat avec la société d'Etat Romanergo en vue de vendre à la Roumanie la technologie canadienne pour la construction d'usines nucléaires.

La situation était revenue à la normale à la fin de l'année, à la suite de la visite au Canada, en octobre, du ministre soviétique du Commerce extérieur et de la conclusion d'un nouveau programme à long terme de coopération économique entre les deux pays. Il y a également lieu de noter la visite, au cours de l'année, du chef du deuxième bureau européen du ministère soviétique des Affaires étrangères et de deux membres de l'Institut de l'URSS et du Canada.

Les relations du Canada avec la Pologne ont continué de s'épanouir en 1978. Des ententes ont été signées en matière de pêche, de sport, de sciences de la santé, et de science et de technologie. Trois missions commerciales se sont rendues en Pologne, dont deux étaient parrainées par le gouvernement fédéral (projets dans les domaines des pâtes et papiers et du génie) et la troisième par les instances provinciales (électronique). La participation canadienne au projet d'une usine de papeterie, sous forme de services de consultation, de génie et de surveillance et d'approvisionnement, a totalisé 215 millions de dollars au cours des trois dernières années. En outre, la Pologne est devenue un des principaux clients du Canada pour ce qui est des céréales.

L'adjoit parlementaire du ministre de la Santé nationale et du Bien-être social, a visité la Pologne à la tête d'une importante délégation de spécialistes de la santé. Le ministre du Développement social de l'Ontario et le sous-ministre adjoit du ministère de l'Industrie et du Commerce du Québec se sont également rendus en Pologne. Le ministre de la Santé et des Services sociaux de la Pologne a visité Toronto, Ottawa et Montréal, à l'invitation du ministre canadien de la Santé nationale et du Bien-être social. Un autre éminent Polonais qui a visité le Canada en 1978 est le rédacteur en chef du journal *Polityka*.

Le Canada a participé au 23e Salon du Livre de Varsovie. Les programmes relatifs aux échanges universitaires se sont poursuivis, et un programme d'échanges en vertu duquel des bourses sont accordées à des universitaires canadiens étudiant en Pologne, et vice-versa, a continué d'être appliqué.

Les relations du Canada avec la République démocratique allemande sont entrées dans une période de consolidation, après une phase initiale d'expansion marquée par l'échange d'ambassadeurs non résidents en 1977. Les consultations en matière de pêche se sont poursuivies sur la base de l'accord de 1977 et les échanges dans le domaine sportif ont continué depuis la visite du ministre de la Santé et du Sport amateur en RDA, en 1977. En mars, l'Ontario a participé à la Foire du printemps de Leipzig. Un projet d'accord aérien est à l'étude par les fonctionnaires canadiens. Des consultations ont été entamées avec la RDA au sujet des réclamations canadiennes en matière de propriété qui seront présentées à la République allemande en 1979.



Les échanges commerciaux et humains entre le Canada et l'Europe orientale ont continué de s'accroître en 1978, traduisant ainsi le caractère généralement positif de l'évolution des relations politiques entre le Canada et les pays de cette région.

### Europe orientale

Les relations du Canada avec l'Europe orientale ont continué de s'étendre et de se diversifier, en particulier dans le secteur commercial où d'importants contrats ont été signés et de nouvelles possibilités ont été découvertes. À Belgrade, où se tenait depuis l'année précédente la première réunion de rappel de la Conférence sur la sécurité et la coopération en Europe, ainsi que lors de réunions subséquentes d'experts de la Conférence, le Canada a contribué activement au dialogue Est-Ouest sur la sécurité et la coopération.

L'année fut difficile pour les relations canado-soviétiques. Le 24 janvier, le satellite soviétique à pile nucléaire Cosmos 954 s'est écrasé au sol dans le Grand Nord canadien, dispersant des débris radio-actifs sur une vaste étendue dans les Territoires du Nord-Ouest, en Alberta et en Saskatchewan. Les opérations de fouille qui ont suivi ont constitué le plus important exercice du genre jamais entrepris, ce qui a conduit le Canada à réclamer un dédommagement d'environ six millions de dollars.

Le 9 février, le secrétaire d'État aux Affaires extérieures annonçait à la Chambre des communes l'expulsion du Canada de treize ressortissants soviétiques qui avaient tenté de recruter un membre de la Gendarmerie Royale du Canada pour s'infiltrer dans le service de sécurité de la Gendarmerie. À la lumière de ces événements, le secrétaire d'État a décidé de ne pas accepter une invitation qui lui avait été faite de se rendre en URSS, et une réunion de la Commission économique mixte Canada-URSS fut remise à plus tard.

Les relations entre les deux pays ont commencé à s'améliorer durant l'été mais ont de nouveau été perturbées par les peines sévères infligées à plusieurs membres éminents du mouvement pour la protection des droits de la personne en Union soviétique. Le premier ministre et le secrétaire d'État aux Affaires extérieures ont tous deux exprimé publiquement leur déception face à l'attitude des Soviétiques et ont prévenu l'URSS qu'en traitant ainsi des citoyens soviétiques qui ne font qu'affirmer leurs droits fondamentaux, elle nuisait gravement à la détente. Des résolutions à cet égard ont également été adoptées à l'unanimité à la Chambre des communes.

L'Autriche, la Suisse et le Saint-Siège. En outre, le Canada tente d'élargir ses relations, surtout dans le domaine commercial, avec les pays désireux de se joindre à la Communauté européenne, c'est-à-dire la Grèce, l'Espagne et le Portugal, ainsi qu'avec la Turquie. Malte et Chypre participent également à diverses activités au sein du Commonwealth.

Comme le Canada partage préoccupations stratégiques et intérêts économiques avec les pays membres de la Communauté européenne, ses relations avec ces pays ont une place toute particulière dans sa politique étrangère.

Lors du Sommet économique qui a eu lieu en juillet à Bonn, le Canada et les quatre principaux pays d'Europe occidentale, de même que le Japon et les États-Unis, ont examiné l'état actuel de l'économie mondiale et ont renouvelé leur engagement à déployer des efforts coordonnés et à prendre des mesures individuelles, sur le plan national, en vue de redresser la situation économique mondiale. Appuyant cette entreprise multilatérale, le Canada a cherché à favoriser la reprise économique par des méthodes novatrices de coopération commerciale et industrielle, tant dans le cadre de l'accord-cadre avec la Communauté que par des ententes bilatérales avec les États membres.

Sur le plan politique, le Canada et les États membres de la Communauté européenne collaborent au sein de diverses instances internationales; un exemple probant à cet égard en 1978 a été la Conférence sur la sécurité et la coopération en Europe (CSCE). Le Canada et tous les pays membres de la Communauté européenne sauf un participent au sein de l'OTAN à la défense de l'Europe occidentale et de l'Amérique du Nord. Les efforts qu'ils ont déployés pendant l'année pour assurer une situation stable propice au maintien de la paix mondiale ont été mis en relief lors de la conférence des chefs de gouvernement de l'OTAN tenue à Washington en mai. Par ailleurs, le Canada, la Grande-Bretagne, la France, l'Allemagne occidentale et les États-Unis ont uni leurs forces sous l'égide de l'ONU afin de trouver une solution satisfaisante au problème namibien. La participation du Canada et de la France à la FINUL démontre une fois de plus leur volonté de réduire les tensions internationales.

Parmi les nombreuses visites bilatérales qui ont eu lieu en 1978, il y a lieu de citer particulièrement celles du premier ministre, M. Trudeau, en République fédérale d'Allemagne à la suite du "sommet" de Bonn, en Italie lors de l'intronisation du pape Jean-Paul I et en Grande-Bretagne et en France au mois de décembre.

Les relations avec les pays d'Europe occidentale qui ne font pas partie de la Communauté européenne sont également d'une grande importance pour le Canada, tout comme les relations avec l'Europe orientale.

Par son adhésion à l'OTAN, le Canada est allié à cinq pays européens non membres de la Communauté, soit la Grèce, l'Islande, le Portugal, la Norvège et la Turquie. Il entretient également des liens étroits sur une vaste gamme de questions bilatérales et multilatérales avec la Finlande, la Norvège, la Suède et l'Islande, ainsi qu'avec

Jamaïque et la Guyane, a été mis sur pied. Une deuxième rencontre a eu lieu en septembre. De concert avec plusieurs nations, le Canada a coparrainé une résolution sur l'indépendance et l'intégrité territoriale de Belize à la trente-troisième session de l'Assemblée générale des Nations Unies, résolution qui a été adoptée par une forte majorité.

Pendant l'année qui vient de s'écouler, les graves difficultés économiques auxquelles sont en proie les Antilles du Commonwealth ne se sont guère atténuées. La majorité des Etats ont continué à être aux prises avec un déficit de la balance des paiements, le chômage et la faiblesse des cours des principaux produits d'exportation. Reconnaissant les graves problèmes économiques et développementaux de la région, la Banque mondiale a convoqué une conférence sur le développement économique des Antilles. Le Groupe des Antilles pour la coopération en matière de développement économique a tenu sa première réunion annuelle à Washington en juin 1978, avec la participation de pays bénéficiaires et donateurs, dont le Canada. Il a établi un cadre pour l'examen périodique et la coordination des activités axées sur l'accélération du développement économique et l'accroissement de l'aide dans la région, notamment en Jamaïque et en Guyane.

Les Antilles du Commonwealth sont toujours l'une des parties du monde où se concentrent les programmes d'aide au développement de l'ACDI. L'Agence canadienne de développement international et les gouvernements bénéficiaires continuent de croire que la création d'emplois productifs doit être l'objectif primordial des programmes; d'ailleurs, 90 p. cent des projets de l'ACDI approuvés en 1978 satisfont à cette exigence. Le Canada a maintenu sa participation à la Banque de développement des Antilles et il a financé des établissements comme l'Université des Indes occidentales et des sociétés comme la Leeward Islands Air Transport et la West Indies Shipping Company.

Les négociations entre le Canada et les Etats de la communauté des Caraïbes (CARICOM) en vue d'élaborer un accord économique et commercial ont finalement abouti. Le nouveau gouvernement désirait remplacer les Accords de 1912 et 1925 et le Protocole de 1966 avec les Indes occidentales, rendus caducs par l'adhésion du CARICOM à la Convention de Lomé. La cérémonie de signature fut fixée au 20 janvier 1979 à Kingston, en Jamaïque.

Les pays des Antilles du Commonwealth ont continué à coopérer sur le plan économique par l'intermédiaire d'organismes comme la Banque de développement des Caraïbes et le CARICOM. Les tensions qui étaient apparues en 1977 au sein de la Communauté du fait que plusieurs membres avaient imposé des restrictions sur les importations dans l'espoir de résoudre le déficit de leur balance des paiements et remédier à la pénurie de devises étrangères ont en partie disparu vers le milieu de 1978. On s'attend à ce que ce développement accroisse l'efficacité du nouvel Accord de coopération économique et commerciale Canada-CARICOM.



et de la bauxite, des banques, du tourisme et de l'industrie légère. Le total des investissements était légèrement plus élevé que l'année précédente.

Les Antilles du Commonwealth demeurent l'une des destinations préférées des vacanciers canadiens, sans compter qu'un certain nombre d'entre eux s'y sont établis de façon permanente. De plus, le flux d'immigrants venus du Canada et l'expansion des colonies antillaises dans un grand nombre de métropoles canadiennes contribuent également, sur le plan des relations humaines, à créer des liens entre le Canada et cette région. La Jamaïque compte encore parmi les dix principaux pays d'origine des immigrants au Canada. En outre, quelque 4500 personnes sont venues au Canada en 1978 dans le cadre du programme des travailleurs saisonniers antillais.

Les dirigeants des Antilles du Commonwealth viennent fréquemment rencontrer leurs homologues canadiens; au nombre des visites en 1978, notons celles du premier ministre Adams de la Barbade et de son ministre des Affaires extérieures. Tenue à Montréal, la réunion annuelle des ministres des Finances du Commonwealth a amené de nombreux hauts fonctionnaires et parlementaires antillais au Canada. Les visites de représentants canadiens dans cette région n'ont pas manqué d'ailleurs. Le ministre de l'Industrie et du Commerce s'est rendu à la Trinité-et-Tobago pour signer un mémoire d'entente par lequel le Canada a accepté d'entreprendre la rénovation des deux principaux aéroports du pays. Le premier ministre a participé au "Sommet" Manley, en Jamaïque, où il a discuté officiellement avec d'autres chefs de gouvernement des questions relatives au dialogue Nord-Sud. Des députés canadiens se sont également rendus en Jamaïque pour assister aux réunions de l'Association des parlementaires du Commonwealth.

La tradition qui veut que les navires canadiens aillent croiser dans la région s'est maintenue cette année, des bâtiments canadiens mouillant à Antigua, à la Barbade, à Sainte-Lucie et à la Trinité-et-Tobago. Dans le cadre des programmes d'échanges et d'ins-truction militaire du Commonwealth, des soldats de la Trinité-et-Tobago, de la Jamaïque, de la Guyane et de la Barbade se sont entraînés au Canada pendant diverses périodes.

Les élections à Montserrat ont porté au pouvoir un nouveau gouvernement sous la direction du premier ministre John Osbourne. Dans les Antilles orientales, plusieurs des États associés des Indes occidentales poursuivent leur marche vers l'indépendance. Quant à la Dominique, elle y a accédé le 3 novembre dernier. Le Canada a organisé à la Barbade un séminaire de formation diplomatique à l'intention de stagiaires des îles antillaises qui font l'apprentissage de l'indépendance.

Au cours de la réunion des chefs de gouvernement du Commonwealth tenue à Londres en 1977, un comité ministériel sur Belize composé de huit pays membres du Commonwealth dont le Canada, la Barbade, la

à 1977. Le Président de l'ACDI a visité Haïti au mois de décembre 1978 en rapport avec les programmes canadiens d'aide au développement de ce pays.

On estime à plus de dix mille le nombre de Canadiens qui visitèrent Haïti au cours de l'année, chiffre qui reflète la plus grande facilité de communication qu'offre la liaison aérienne d'Air Canada inaugurée à la fin d'octobre 1978.

Le Secrétaire Parlementaire du Ministère des Affaires extérieures se rendit en Colombie et en République dominicaine au mois d'août 1978 pour y représenter le Canada à l'occasion des investitures présidentielles dans l'un et l'autre pays.

En 1978, les échanges commerciaux entre Canada et Cuba ont augmenté de plus de 20 p. cent, les deux pays cherchant à élargir la gamme des biens et services exportés. Le président de la Banque nationale de Cuba est venu au Canada rencontrer les dirigeants du monde des affaires canadien. Le ministre d'Etat à la Santé et au Sport amateur du Canada et son homologue cubain se sont rendus visite au cours de l'année.

#### Antilles du Commonwealth

Les Antilles du Commonwealth se composent de sept pays indépendants, quatre Etats "associés" au Royaume-Uni et six territoires placés sous dépendance britannique. A l'exception des Bahamas, dont le représentant est accrédité depuis Washington, et de la Dominique, qui a accédé à l'indépendance le 3 novembre 1978, les Etats indépendants des Antilles du Commonwealth ont tous un haut-commissariat à Ottawa et, dans la majorité des cas, un consulat dans un certain nombre de grandes villes du pays. Le Canada est représenté dans la région par des haut-commissariats qui se trouvent à la Trinité-et-Tobago, en Jamaïque (accréditation auprès des Bahamas et de Belize), à la Barbade (accréditation auprès de la Dominique, de Grenade, des Etats associés des Indes occidentales et de Montserrat) ainsi qu'en Guyane (accréditation double auprès du Surinam). Le Consul général de New York est accrédité auprès des Bermudes à titre de commissaire.

Les liens commerciaux du Canada avec les Antilles du Commonwealth se sont resserrés en 1978. Les exportations du Canada sont passées d'environ 160 millions de dollars en 1977 à 283 millions en 1978. Au cours des onze premiers mois de l'année, les exportations en provenance de la région ont atteint 136 millions de dollars, ce qui représente une augmentation de 26 millions par rapport à la même période en 1977. Ce phénomène est attribuable au surcroît d'achats de sucre, de bauxite, d'alumine et de produits pétroliers. C'est entre le Canada et la Trinité-et-Tobago que les échanges bilatéraux ont le plus augmenté. Les investissements canadiens dans la région demeurent toujours aussi élevés (450 millions de dollars), surtout dans le secteur de l'alumine

Bolivie. Les échanges commerciaux avec les pays de la région andine ont atteint 427 millions de dollars en 1978. Cette somme se répartit comme suit: Colombie, 163 millions de dollars, Equateur, 152 millions, Pérou, 93 millions et Bolivie, 18 millions. Pendant l'année, la Colombie a élu un nouveau président et on a noté des progrès vers le retour à un régime civil dans les trois autres pays. L'Equateur a tenu des élections et, en dépit de deux coups d'Etat, la Bolivie a annoncé qu'elle ferait de même en juillet 1979.

Le Pérou a élu une Assemblée constituante chargée d'élaborer une nouvelle constitution. Comme ce pays était aux prises avec de graves difficultés économiques, le Canada lui a accordé son appui au Club de Paris pour le réaménagement de sa dette étrangère. Les événements politiques survenus dans le passé au Chili, et en Argentine en particulier, ont retardé l'établissement de relations plus étroites et plus globales entre le Canada et les pays de la Patagonie. Ses rapports avec eux sont fonction de l'amélioration de leur dossier au chapitre des droits de la personne. Les échanges ont constitué un élément majeur des relations bilatérales du Canada avec les pays de la Patagonie à mesure que leur stabilisation politique et économique accroissait l'intérêt des investisseurs et hommes d'affaires canadiens. Les échanges avec l'Argentine, le Chili, le Paraguay et l'Uruguay ont totalisé 268 millions de dollars en 1978, comparativement à 206 millions en 1977. La construction d'un réacteur CANDU s'est poursuivie en Argentine, et des discussions ont actuellement lieu sur d'autres projets de coopération dans le domaine de l'énergie atomique. En mars, une équipe de spécialistes canadiens s'est rendue à Buenos Aires pour négocier un accord sur la double imposition et, en octobre, une équipe argentine est venue à Ottawa pour le parapher.

À la fin de 1978, le Canada avait autorisé l'immigration de 7110 réfugiés latino-américains victimes des bouleversements politiques survenus dans la région; la plupart étaient originaires de Patagonie.

L'année 1978 a donné lieu à une intensification des rapports du Canada avec l'Amérique centrale. Au chapitre de l'aide au développement, plusieurs missions se sont rendues au Guatemala, au Honduras et à El Salvador afin d'évaluer et de poursuivre la planification des projets.

Suite aux affrontements au Nicaragua, le Canada a contribué la somme de \$185 000 par l'intermédiaire de la Croix Rouge internationale au bien-être des populations affectées par les combats.

La valeur des échanges commerciaux entre le Canada et les pays de l'Amérique centrale et des Antilles latines a atteint \$235 millions en 1978, ce qui représente une augmentation de 42% par rapport à 1977.

Notre commerce avec Haïti, seul pays francophone de la région, a atteint \$26 millions en 1978, soit une augmentation de 36% par rapport



Le volume des échanges du Canada avec le Venezuela a atteint 1,9 milliard de dollars en 1978, ce qui représente une augmentation de 291 millions de dollars répartie sur deux ans. Le rôle que joue le Canada dans la croissance future du Venezuela s'est accru considérablement en novembre avec la signature d'un accord de participation à un important projet de chemin de fer. La coopération dans la technologie des sables bitumineux et du pétrole lourd a continué de s'intensifier entre les deux pays.

En 1978, 400 étudiants vénézuéliens étaient inscrits dans les universités canadiennes dans le cadre du programme de bourses Gran Mariscal de Ayacucho, financé par le gouvernement du Venezuela.

Les relations que le Canada entretient avec le Mexique touchent aux domaines politiques, économiques, culturels et énergétiques. En février, la Société pour l'Expansion des Exportations (SEB) annonçait qu'elle mettrait à la disposition du Mexique une ligne de crédit de \$1.45 milliard. En juin, une mission mexicaine visitait le Canada et se familiarisait avec notre capacité industrielle. Donnant suite au plan d'action établi par le Comité ministériel Canada-Mexique, une mission de fonctionnaires canadiens se rendait au Mexique en avril; elle servit à identifier les secteurs prioritaires de coopération économique entre les deux pays.

En 1978 la valeur des exportations canadiennes vers le Mexique a augmenté de 5.5%. Le Mexique demeure l'une des principales destinations des vacanciers canadiens, accueillant près d'un quart de million d'entre eux au cours de 1978.

Dans le cadre de l'Accord culturel signé par Monsieur Trudeau lors de sa visite au Mexique en 1976, la commission mixte chargée d'administrer les programmes culturels et d'échanges de personnes s'est réunie à Mexico en novembre 1978 pour revoir les programmes en cours et planifier les futurs échanges culturels.

Les investissements canadiens au Brésil sont évalués à un milliard de dollars. Les échanges entre le Canada et le Brésil se chiffrent à 627,5 millions de dollars pour 1978, ce qui place ce pays au second rang des partenaires commerciaux du Canada en Amérique latine. Créé en 1976, un comité mixte sur les relations commerciales et économiques qui se réunit chaque année au Canada et au Brésil sert de cadre officiel à l'examen des questions économiques et des nouvelles initiatives. Un sous-comité de l'agriculture et un groupe de travail sur la coopération industrielle ont également été mis sur pied.

Les relations du Canada avec la Colombie, l'Équateur, le Pérou et la Bolivie reposent essentiellement sur l'aide au développement et le commerce. Sous les auspices de l'Agence canadienne de développement international, le Canada a continué de mener à bien des programmes bilatéraux d'aide au développement avec la Colombie, le Pérou et la

Amérique latine

En 1978, le Gouvernement du Canada a poursuivi sa politique d'expansion de relations avec les pays et les institutions d'Amérique latine. On a enregistré des progrès importants dans les rapports commerciaux et économiques et dans le nombre de consultations sur des sujets politiques et autres.

Depuis le début de la décennie, le commerce du Canada avec l'Amérique latine a connu une augmentation constante. Le chiffre des exportations est passé de \$1.6 milliard en 1977 à \$2 milliards en 1978. Au cours de la même année, les importations ont augmenté de 4.8%. Le potentiel commercial de la région est grand en raison d'importants travaux d'infrastructure dont les hommes d'affaires canadiens peuvent tirer profit. À cet égard, l'Association canadienne pour l'Amérique latine (CALA) joue un rôle actif dans la promotion du commerce, des investissements et de l'exportation des biens et services canadiens vers les pays de l'Amérique latine.

Le Canada a suivi de près les événements touchant les droits de l'homme survenus dans divers pays d'Amérique latine. Vu l'importance que le Canada attache au respect plus rigoureux de ces droits dans le monde, ses représentants ont fait des interventions dans les enceintes internationales et ont fait des représentations auprès de gouvernements latino-américains lorsqu'une démarche semblait justifiée.

La réunion, à Vancouver, de la Banque interaméricaine de développement (BID) en avril 1978 a témoigné de l'intérêt soutenu que porte le Canada aux organisations régionales de l'Amérique latine et de la participation active qu'il prend à leurs travaux. Après avoir présidé cette manifestation, le ministre des Finances du Canada a eu des entretiens avec ses homologues sud-américains au cours d'une visite dans trois capitales d'Amérique du Sud. Le Secrétaire général de l'Institut interaméricain de coopération agricole est venu à Ottawa en septembre pour discuter des développements régionaux dans le domaine de l'agriculture. Le Canada a élargi son affiliation aux organisations techniques de l'hémisphère en joignant les rangs de l'Association du congrès panaméricain des chemins de fer en novembre. Grâce aux bons offices de son ambassadeur et observateur permanent, le Canada a pu continuer à suivre de près les travaux et l'évolution de l'Organisation des États américains (OEA). Les Canadiens ont continué à occuper des postes supérieurs au sein d'organismes régionaux plus spécialisés tels l'Organisation panaméricaine de la santé, l'Institut panaméricain de géographie et d'histoire et le Centre interaméricain d'administrateurs fiscaux. Outre qu'il est valable en soi, le rôle prééminent du Canada dans les affaires multilatérales de la région a contribué à renforcer ses relations bilatérales avec les autres pays en cause.

Le Venezuela est à la fois le principal fournisseur de pétrole et le plus important partenaire commercial du Canada en Amérique latine.

## Défense

La coopération canado-américaine s'est poursuivie en 1978 sur diverses questions bilatérales de défense. La Commission mixte permanente pour la défense a discuté de l'avenir des systèmes de défense aérienne de l'Amérique du Nord et d'autres questions bilatérales.



qui renfermait des prévisions légèrement plus optimistes quant à la production canadienne et prévoyait le maintien, à court terme, des exportations de pétrole brut léger au niveau de 55 000 barils par jour. La question des exportations supplémentaires de gaz naturel vers les États-Unis a été activement examinée à la lumière de l'étude de l'Office national de l'énergie sur la situation de l'offre et de la demande de ce produit. Les résultats de l'étude devaient être publiés au printemps 1979.

## Environnement

Le Canada et les États-Unis ont continué d'attacher beaucoup d'importance aux questions écologiques transfrontalières. C'est depuis la signature du Traité sur les eaux limitrophes (en 1909) et la création de la Commission mixte internationale qu'ils cherchent ensemble des solutions mutuellement satisfaisantes aux problèmes que pose la protection de l'environnement le long d'une frontière commune. La CMI a d'ailleurs continué de jouer un rôle non négligeable à cet égard; outre ses fonctions de réglementation et de consultation, elle a effectué, à la demande des deux gouvernements, des études spéciales visant à orienter leurs décisions dans certains secteurs.

Le 22 novembre, le secrétaire d'État aux Affaires extérieures et le secrétaire d'État des États-Unis ont signé à Ottawa une version modifiée de l'Accord canado-américain relatif à la qualité de l'eau dans les grands lacs. Cette nouvelle version améliore et amplifie les opérations d'assainissement des grands lacs qui avaient été entreprises à la suite de la signature du premier accord en 1972. Des consultations bilatérales ont eu lieu sur des questions telles que la circulation des navires-citernes de l'Alaska sur la côte ouest, les forages dans la mer de Beaufort et la construction de centrales thermiques sur la rivière Poplar Est, en Saskatchewan. Vers la fin de 1978, des représentants des deux gouvernements ont entamé des discussions sur le problème de la pollution atmosphérique transfrontalière. On prévoit que cette question, notamment les retombées à de longues distances des polluants atmosphériques, suscitera un intérêt croissant dans les deux pays au cours des années à venir.

## Frontières maritimes et pêches

On a continué en 1978 d'attacher une grande importance aux négociations canado-américaines sur les frontières maritimes et les pêches. Ces négociations ont été amorcées en 1977 après que les deux pays eurent porté à 200 milles de leurs côtes leur juridiction en matière de pêche, ce qui a fait ressortir la nécessité de mieux définir la façon dont ils entendaient gérer leurs pêches dans cette nouvelle zone.

de l'uranium dans lesquels des intérêts canadiens considérables sont en jeu; des poursuites au civil intentées à ce sujet par des particuliers sont encore en instance devant les tribunaux américains. Des hauts fonctionnaires ont poursuivi leurs consultations amorcées en 1977 par une visite à Ottawa de l'Attorney général des États-Unis en vue d'intensifier la consultation et la collaboration entre les deux gouvernements au regard des questions touchant les cartels.

De nombreuses discussions ont eu lieu entre les deux pays sur diverses questions internationales de commerce et de finance, tant dans un contexte bilatéral qu'au sein d'instances internationales. Tout au long de l'année, des ministres canadiens et américains se sont rendus en visite pour s'entretenir des problèmes du commerce mondial et de certaines composantes des Négociations commerciales multilatérales. En mars, le ministre des Finances du Canada a rencontré à Ottawa le secrétaire au Trésor des États-Unis ainsi que le président du Council of Economic Advisers; ils ont fait le point sur la performance et les politiques économiques de leurs pays respectifs. Le ministre des Finances et son homologue américain se sont rencontrés de nouveau à Washington en septembre.

## Energie

Les questions énergétiques sont restées au premier plan des préoccupations du public en 1978 et ont accaparé en grande partie les entrepreneurs qui ont eu lieu pendant la visite du vice-président américain. À cette occasion, on a mis en chantier des études conjointes de rentabilité concernant l'installation au Canada d'une partie des réserves stratégiques d'hydrocarbures des États-Unis et la possibilité d'accroître les échanges d'électricité entre les deux pays. Le groupe d'étude sur les réserves stratégiques d'hydrocarbures a publié son rapport en juillet et des négociations ont été tenues sur une série de questions en vue d'appliquer ses recommandations. L'étude sur les échanges d'électricité s'est poursuivie tout au long de l'année; le rapport final sera publié en 1979.

Le projet de construction d'un gazoduc depuis la route de l'Alaska est en bonne voie et, en avril, le Parlement a adopté la loi du gazoduc du Nord. En octobre, le Congrès des États-Unis a adopté la National Energy Act, qui jette les bases d'un barème de prix pour le gaz de l'Alaska. Le secrétaire à l'Energie des États-Unis s'est rendu à Ottawa en décembre pour discuter d'une série de questions énergétiques bilatérales, et les deux gouvernements ont réaffirmé leur engagement à l'égard du projet de pipeline. On a créé un groupe d'étude mixte chargé d'examiner la question de la capacité excédentaire des raffineries canadiennes et de l'accès aux marchés américains pour l'essence et d'autres produits raffinés canadiens.

En septembre, l'Office national de l'énergie a publié un rapport sur les approvisionnements et les besoins en matière de pétrole,

Le secteur de l'automobile a continué de représenter de loin la part la plus importante du commerce bilatéral canado-américain; en 1978, les échanges dans ce secteur ont atteint 23 milliards de dollars, soit environ le tiers des opérations sur marchandises. Conséquent des importants investissements que devront consentir les manufacturiers automobiles nord-américains pour respecter les normes de conservation de l'énergie, de sécurité et de protection de l'environnement, le gouvernement canadien a chargé un groupe d'étude d'examiner la question de l'implantation au Canada d'une industrie automobile capable de soutenir la concurrence internationale, et de faire rapport à ce sujet. Des fonctionnaires canadiens et américains ont discuté les recommandations de cette étude au cours de consultations sur le commerce dans ce secteur. Ces consultations, qui se poursuivront en 1979, porteront plus précisément sur la rivalité et la concurrence que se livrent les divers paliers de gouvernement des deux pays qui cherchent par voie de stimulants à attirer chez eux les investissements des fabricants automobiles.

Les échanges dans le domaine agricole ont continué d'occuper une place prépondérante dans les relations canado-américaines et ont constitué un élément important des négociations commerciales multilatérales. Les deux pays ont participé aux négociations multilatérales sur le commerce du blé. Au nombre des questions bilatérales portant sur les produits agricoles, citons la réglementation canadienne de l'importation de bétail sur pied, le projet de loi américain visant à soutenir le prix du sucre, la création d'une agence canadienne de commercialisation du poulet, la redistribution par les États-Unis des quotas d'importation de fromage originellement réservés au Canada et les rajustements prévus des tarifs canadiens sur les fruits et légumes frais. Pendant plusieurs jours au début de l'année, le public a suivi avec beaucoup d'attention les tentatives de certains fermiers américains qui, s'inquiétant de ce que les importations de boeuf et de bétail sur pied faisaient baisser les prix du boeuf sur le marché intérieur, ont tenté de bloquer les importations de bétail canadien en plusieurs points le long de la frontière. Malgré des difficultés occasionnelles, la collaboration est demeurée la règle dans l'ensemble des relations agricoles entre le Canada et les États-Unis. Dans cet esprit, le ministre canadien de l'Agriculture s'est rendu à Washington en mars où il a ratifié des ententes prévoyant l'intensification de la recherche agricole conjointe et l'utilisation de la télé-détection pour l'obtention de renseignements sur les récoltes.

L'étroite interdépendance des économies canadienne et américaine crée parfois des situations dans lesquelles la réglementation de l'activité économique dans l'un des pays peut nuire aux intérêts de l'autre. Le gouvernement américain a répondu aux préoccupations exprimées par le gouvernement canadien quant aux conséquences extraterritoriales de la loi américaine. Des consultations ont permis de régler les divergences entourant l'enquête antitrust menée par les États-Unis à propos d'arrangements internationaux de commercialisation



dollars qu'a enregistré le Canada dans ses opérations sur marchandises avec les Etats-Unis a toutefois été annulé par un déficit de 4,7 milliards de dollars en compte courant, dont des déficits de 3,6 milliards de dollars au titre du paiement de dividendes et d'intérêts et de 925 millions de dollars au chapitre du tourisme.

Le commerce canado-américain se porte bien dans l'ensemble, mais le gouvernement fédéral a continué d'être préoccupé par la menace que des pressions protectionnistes en provenance des Etats-Unis font peser sur certaines exportations canadiennes. Les efforts déployés par nos voisins du sud en vue d'appliquer des mesures restrictives à l'importation de certains produits, dont le cuivre et le zinc, ont échoué. Cependant, le gouvernement canadien a jugé nécessaire de faire de pressantes instances auprès des Etats-Unis contre l'imposition de droits compensateurs sur les importations de poissons de fond canadiens et sur un produit qui avait bénéficié d'une aide pour la recherche et le développement avant sa mise en production, ainsi que contre l'imposition de tarifs plus élevés sur les attaches industrielles. Le Canada a également exprimé sa préoccupation quant aux dispositions de la loi américaine, tant fédérale qu'étatique, établissant une politique d'"achat de produits américains", en particulier les dispositions de la Surface Transportation Assistance Act des Etats-Unis qui étaient susceptibles de limiter grandement la possibilité, pour les producteurs canadiens, de fournir des matériaux pour d'importants projets routiers et de transports bénéficiant d'une aide en vertu de cette loi.

Certaines mesures fiscales américaines ont contribué au très important déficit subi par l'industrie du tourisme du Canada et ont continué de nuire gravement à l'industrie canadienne des congrès. Le gouvernement canadien a réclamé avec insistance la modification de la loi américaine, qui limite à deux le nombre de congrès à l'étranger pour lesquels les Américains peuvent bénéficier d'une exonération fiscale sans toutefois imposer de telles restrictions pour les congrès tenus aux Etats-Unis; de plus, le montant des dépenses autorisées est abaissé et les participants doivent rendre davantage de comptes que dans le cas des congrès tenus aux Etats-Unis.

Un groupe de télédiffuseurs américains opérant à proximité de la frontière canado-américaine a déposé une plainte en vertu de la Trade Act des Etats-Unis contre l'article 19.1 de la Loi canadienne de l'impôt sur le revenu, qui interdit la déduction aux fins de l'impôt sur le revenu des dépenses engagées pour diffuser de la publicité vers le Canada par l'entremise de stations en sol américain. Le gouvernement canadien a expliqué sa politique en détail aux autorités américaines, et les diffuseurs canadiens ont vigoureusement défendu la loi canadienne devant le comité mis sur pied pour l'audition de la plainte des diffuseurs américains à Washington à la fin de novembre. Le comité doit rendre sa décision en 1979. Le gouvernement canadien a résisté énergiquement à des pressions des diffuseurs américains et de certains membres du Congrès visant à lier les questions des congrès à l'étranger et de la diffusion transfrontière.

Les relations avec les Etats-Unis sont demeurées en 1978 l'une des grandes priorités et une des tâches les plus importantes et les plus complexes du gouvernement canadien. Comme par le passé, ces relations ont été franches, cordiales et empreintes de bonne volonté, les deux pays s'engageant à se consulter en temps opportun sur les politiques et les mesures susceptibles de toucher leurs intérêts respectifs.

En janvier, le vice-président, des Etats-Unis d'Amérique s'est rendu à Ottawa et à Edmonton où il a eu des entretiens avec le premier ministre et d'autres ministres sur un grand nombre de questions bilatérales et internationales. Un certain nombre de ministres canadiens ont rencontré leurs homologues américains au cours de l'année, et le secrétaire d'Etat américain a fait une visite officielle à Ottawa en novembre. Des hauts fonctionnaires des deux gouvernements ont maintenu des rapports étroits sur de nombreuses questions politiques et techniques. Les contacts personnels et les consultations entre parlementaires canadiens et membres du Congrès américain ont été favorisés par le Groupe interparlementaire Canada-Etats-Unis, qui a tenu sa dix-neuvième réunion à la Nouvelle-Orléans en février.

L'ambassade canadienne à Washington et les missions consulaires situées dans 14 grandes villes ont joué un rôle clé dans les relations entre les deux pays et dans la promotion des intérêts canadiens aux Etats-Unis. Le consulat général du Canada à Atlanta a assumé les responsabilités du consulat canadien de San Juan, à Porto Rico, qui a été fermé dans le cadre du programme de restrictions financières du gouvernement. D'autres missions ont subi des compressions de personnel et l'on a entrepris une étude de l'étendue, du niveau et de l'emplacement de la représentation canadienne aux Etats-Unis.

Les relations consulaires canado-américaines ont été marquées par une importante réalisation: la ratification d'un traité bilatéral prévoyant le transfèrement dans leur pays d'origine des libérés conditionnels et des détenus (voir Activités consulaires).

Au cours de l'année, le Canada et les Etats-Unis ont continué à collaborer étroitement à la recherche de solutions à de nombreux problèmes politiques, économiques, sécuritaires et sociaux de caractère international. Des progrès importants ont été accomplis vers la solution de certaines questions bilatérales, et l'on a poursuivi les efforts en vue d'en résoudre certains autres.

## Questions économiques

Le Canada reste le premier partenaire commercial des Etats-Unis, et vice-versa. D'une valeur supérieure à 70 milliards de dollars, les échanges canado-américains viennent en tête de liste des échanges commerciaux bilatéraux dans le monde. L'excédent de 2,4 milliards de





## PARTIE B

### LE CANADA ET SES OBJECTIFS REGIONAUX

En plus de délégations permanentes auprès d'organismes internationaux, le Canada possède 110 ambassades et missions consulaires au travers du monde. Détaché du ministère des Affaires extérieures et de plusieurs autres ministères, le personnel affecté à ces missions effectue une variété de tâches au service des particuliers et des intérêts canadiens: contacts officiels et négociations avec les gouvernements étrangers, analyse des événements, développement des échanges commerciaux, visas et passeports, protection et conseils consulaires, projection de l'image du Canada au moyen d'activités culturelles et de programmes d'information, etc. Ce sont là les tâches quotidiennes de l'exercice des relations internationales. Les chapitres suivants font état des événements et de l'acquis à ce titre en 1978.



Avec l'aide du ministère des Affaires extérieures, la Société a parrainé à Ottawa en avril la sixième Conférence des étudiants du Commonwealth, à laquelle ont participé plus d'une centaine d'étudiants de toutes les régions du Canada. Entre autres activités, la Société a été l'hôte de son président, qui est venu de Londres pendant les Jeux du Commonwealth et a visité plusieurs sections canadiennes.



Shebeski, de l'Université du Manitoba, a remis son rapport en mai. On y trouve des recommandations fondées sur une étude de l'évolution récente de la situation mondiale en matière alimentaire et agricole. Selon ce rapport, les principaux secteurs dans lesquels le Commonwealth peut intervenir sont ceux des politiques et de la planification en matière d'alimentation et de nutrition, de la coopération régionale et de la sécurité alimentaire. Une équipe de onze spécialistes industriels du Commonwealth, sous la présidence du gouverneur de l'Etat de Jammu et Kashmir, en Inde, a remis son rapport final en mai. L'équipe y énonce ses recommandations et propositions en vue d'accélérer le rythme de développement industriel, mettant l'accent sur le renforcement de la capacité industrielle des pays membres en développement, sur la coopération entre pays en développement et sur l'aide des pays industrialisés et des organismes internationaux.

#### Association parlementaire du Commonwealth

La vingt-quatrième Conférence parlementaire du Commonwealth s'est déroulée du 25 au 30 septembre à Kingston, en Jamaïque, regroupant 192 délégués et observateurs. La délégation canadienne était dirigée par le président de la section canadienne de l'Association. Les délégués ont abordé un nombre considérable de sujets, allant de la conjoncture mondiale actuelle et des menaces à la paix dans le monde, à l'incidence de la Communauté économique européenne sur le Commonwealth.

#### Les Jeux du Commonwealth

Les Jeux du Commonwealth, tenus du 3 au 12 août à Edmonton, ont constitué l'un des faits marquants de l'année dans le Commonwealth et ont su être à la hauteur de leur réputation de "Jeux de l'amitié". Durant une semaine, les médias du monde entier ont suivi attentivement les exploits de 1800 athlètes de 50 pays et territoires associés au Commonwealth. Pour la première fois, un Festival folklorique du Commonwealth se déroulait parallèlement aux Jeux; il a lui aussi été couronné de succès. La réussite des Jeux a servi à montrer comment le Commonwealth pouvait, en faisant appel à la bonne volonté et à la compréhension de ses membres, surmonter des problèmes délicats tels que l'apartheid dans les sports.

Au nombre des spectateurs ayant assisté aux Jeux, il y eut la reine Elizabeth et d'autres membres de la famille royale, le Premier ministre du Canada, et des représentants de nombreux pays membres du Commonwealth.

#### Société royale du Commonwealth

La section canadienne de la Société royale du Commonwealth a continué de favoriser une meilleure connaissance du Commonwealth grâce à ses activités diversifiées, dont la célébration en mars du Jour du Commonwealth par un service oecuménique.

ont réclamé des changements de structure en vue d'en arriver à une meilleure répartition de la production dans l'ensemble de l'économie mondiale.

Les ministres des Finances du Commonwealth ont également fait ressortir le besoin d'accroître l'aide et les prêts au Tiers monde et d'en améliorer les modalités. Ils ont reconnu la nécessité d'une augmentation substantielle du capital de la Banque mondiale et d'une reconstitution de l'Association de développement international afin de permettre à ces institutions de poursuivre l'expansion de leurs programmes de prêts en termes réels. La Conférence a également convenu qu'il fallait une majorité considérable des quote-parts du FMI, ainsi qu'une nouvelle émission de droits de tirage spéciaux (DTS) et un examen des modalités liées aux facilités du Fonds monétaire international.

Les ministres ont demandé à tous les pays d'appuyer les efforts déployés en vue de faire des Négociations multilatérales commerciales un succès. Ils ont également insisté sur le besoin de réaliser des progrès en vue de parvenir à un accord sur un Fonds commun efficace.

#### Réunion des hauts fonctionnaires

La réunion bisannuelle des hauts fonctionnaires du Commonwealth a eu lieu à Kuala Lumpur du 28 au 30 novembre; des représentants d'environ 30 pays du Commonwealth y assistaient. La délégation canadienne était dirigée par le greffier du Conseil privé. Les hauts fonctionnaires se sont surtout penchés sur la situation en Afrique australe et les problèmes économiques mondiaux en préparation de la conférence des chefs de gouvernements du Commonwealth devant avoir lieu à Lusaka, en Zambie. Étaient également à l'ordre du jour les programmes d'aide du Commonwealth aux petits États, la coopération industrielle et l'appui aux organisations non gouvernementales.

#### Activités du secrétariat principal du Commonwealth

Le Secrétariat du Commonwealth, situé à Londres, a continué en 1978 d'administrer une série de programmes dans les domaines de l'aide au développement et des études économiques connexes, de la santé, des sciences, de la jeunesse et de l'éducation.

Deux études de première importance mises en chantier à la suite de décisions antérieures des chefs de gouvernement ont été complétées en 1978. Un groupe consultatif du Commonwealth sur la production alimentaire et le développement rural, présidé par M. L.J.

partageant certains idéaux, peuvent travailler ensemble sur une base de consensus. Le Canada lui est demeuré entièrement fidèle et continue d'être l'un de ses membres les plus actifs.

Les principales réunions ministérielles du Commonwealth tenues en 1978 furent la réunion des ministres des finances des pays du Commonwealth, tenue à Montréal les 20 et 21 septembre, et la réunion ministérielle spéciale sur le Fonds commun, qui a eu lieu à Londres les 13 et 14 avril. Outre ces événements majeurs, le calendrier des affaires du Commonwealth a été très chargé en 1978, donnant lieu à toute une série de réunions et de programmes intergouvernementaux et non gouvernementaux. Une réunion bisannuelle eut lieu en novembre à Kuala Lumpur, en Malaisie, et les parlementaires du Commonwealth ont tenu leur vingt-quatrième Conférence parlementaire du Commonwealth à Kingston, en Jamaïque, du 25 au 30 septembre. Des fonctionnaires et des représentants d'organismes du Commonwealth se sont rencontrés pour discuter de questions touchant l'administration postale, l'aéronautique, les sciences, la radiodiffusion et les télécommunications. Parmi les autres activités du Commonwealth, citons une rencontre ministérielle sur l'avenir de Belize, une réunion des vérificateurs généraux du Commonwealth, et enfin la douzième Conférence quinquennale des universités du Commonwealth, à Vancouver, en Colombie-Britannique et les Jeux du Commonwealth tenus à Edmonton au mois d'août.

#### Réunion des ministres des Finances

Comme ce fut le cas les années précédentes, la rencontre des ministres des Finances leur a donné l'occasion d'échanger leurs vues sur les questions économiques mondiales avant la réunion annuelle du Fonds monétaire international et de la Banque internationale pour la reconstruction et le développement et de discuter du rapport sur le développement dans le monde, qui traite des perspectives de croissance future. Les ministres ont noté que la reprise économique est lente et inégale dans les pays industrialisés et que, à la lumière des politiques actuelles, la conjoncture laissait présager un sombre avenir quant à la croissance économique dans le monde. La réunion a également fait ressortir les graves problèmes que ces faibles taux de croissance causent aux pays en développement.

Conformément au thème central de l'interdépendance, les ministres ont formulé une série d'énoncés importants confirmant leur engagement envers une croissance économique saine dans l'ensemble de la communauté internationale. Dans leur communiqué final, ils ont réclamé des mesures visant à rétablir une croissance économique mondiale soutenue tout en réduisant les surplus importants et chroniques de la balance des paiements de certains pays pour en favoriser d'autres, tant développés qu'en développement. Ils ont souligné le besoin de stopper la tendance croissante vers le protectionnisme et de promouvoir une expansion soutenue du commerce international, insistant particulièrement sur les besoins des pays en développement. À ce sujet, les ministres



L'Association internationale des parlementaires de langue française (AIPLF) a tenu sa IXe Assemblée générale à Libreville du 11 au 17 septembre. Parmi les sujets de discussion à l'assemblée générale figuraient le transfert de technologie vers les pays du Tiers monde ainsi que le développement des relations parlementaire entre pays francophones. Afin de permettre une participation plus effective des sections au fonctionnement de l'AIPLF, l'Assemblée générale a créé le poste de chargé de mission parlementaire pour chaque grande région géographique. Le sénateur Martial Asselin a été désigné à ce rôle pour l'Amérique du Nord.

Le président de l'Association mondiale des médecins francophones (AMMF) a visité le Canada en octobre 1978. Le secrétariat général, qui est dirigé par le docteur Jacques Joubert du Canada, a son siège à Buckingham (Québec).

L'Association des universités partiellement ou entièrement de langue française (AUPELF) a tenu sa VIe Assemblée générale à Bordeaux du 26 novembre au 2 décembre 1978. Monsieur Paul Lacoste, recteur de l'Université de Montréal, a été élu à la présidence de cette organisation. Bras opérationnel de l'AUPELF et organe de promotion de la coopération entre les universités francophones, le Fonds international de la coopération universitaire (FICU) a tenu ses assises à Paris au mois de novembre.

L'Assemblée générale du Riche lieu international a eu lieu à Ottawa au mois d'octobre. Des délégués de la France et de la Belgique ainsi que des représentants de toutes les régions canadiennes ont assisté à cette manifestation de solidarité francophone.

Un Canadien a été élu vice-président de la Fédération internationale des professeurs de français (FIPF) lors de sa dernière assemblée générale tenue à Bruxelles en août 1978.

L'Union internationale des Journalistes et de la Presse de langue française (UIJPLF) a tenu son IXe Congrès à Ottawa, à Québec et à Moncton du 22 septembre au 1 octobre 1978. Lors de ce Congrès, l'UIJPLF a accueilli une section académienne parmi ses membres.

## Le Commonwealth

Le Commonwealth est une institution de consultation et de coopération internationales dont le caractère distinctif et l'efficacité ne sont pas démentis en 1978. Avec l'adhésion de l'île Dominique, des îles Salomon et de Tuvalu, l'Association comptait 39 pays membres à la fin de l'année dernière (soit environ le quart des pays et de la population mondiale) réunissant diverses races, langues et cultures et divers degrés de développement économique. Cette diversité permet au Commonwealth de donner une juste image des grands problèmes mondiaux et de fournir une excellente tribune où des États égaux et souverains,



La IXe session annuelle de la Conférence des ministres de la Jeunesse et des Sports des pays francophones s'est tenue à Paris les 26 et 27 octobre 1978. Dirigée par l'Ambassadeur du Canada en France, la délégation canadienne comprenait également le Ministre responsable du Haut-Commissariat à la Jeunesse aux Loisirs et aux Sports du Québec ainsi que des représentants du Nouveau-Brunswick et de l'Ontario.

La Conférence a étudié et approuvé plusieurs des recommandations soumises par des experts qui s'étaient réunis en commissions d'études au cours des mois précédents; ces recommandations touchaient aussi bien les problèmes d'harmonisation des politiques de formation de cadres de jeunesse et de sport que le rôle des médias dans la lutte contre la violence en matière de sport.

La conférence, à laquelle 18 pays membres étaient représentés, a de plus approuvé un substantiel programme d'activités pour 1979 auquel le Canada, par l'intermédiaire de l'ACDI, apportera un appui financier important. La contribution canadienne portera sur six des seize projets retenus pour 1979, dont un stage d'information médico-sportive, un colloque sur le rôle de la presse dans le développement du sport et un chantier de jeunes au Bénin. Cet apport financier s'ajoute au programme de bourses d'études déjà établi dans le domaine de l'éducation physique et destiné à des récipiendaires provenant de pays en développement, membres de la CONFJES.

Le Québec, le Nouveau-Brunswick et l'Ontario contribuent individuellement ou de façon conjointe à la mise en oeuvre de cette programmation, tant financièrement que par le biais de cadres techniques au niveau de projets spécifiques.

#### Organisations non-gouvernementales

Le Canada encourage fortement la participation d'individus et d'organisations canadiennes aux activités des associations francophones internationales. Regroupant des représentants des professions libérales, culturelles et autres en vue d'établir des liens de coopération et d'entente mutuelle, ces associations ont contribué, pour une bonne part, au développement de la communauté francophone internationale.

L'événement d'importance en 1978 fut la création du Conseil international des radios-télévisions d'expression française (CIRTEF), le 21 juin 1978, lors de son assemblée constitutive à Montréal. Les sociétés de radio-télévision canadiennes ont joué un rôle actif dans la fondation de cette association à laquelle ont adhéré 31 organismes de radio et de télévision. Le représentant de Radio-Canada, Monsieur Jean-Louis Arcand, fut choisi comme son premier secrétaire général. Lors de sa première rencontre au mois d'octobre, le Bureau du CIRTEF a adopté plusieurs projets concrets dont un dans le domaine de la formation qui sera mené conjointement avec l'ACCT.

A cette occasion, le Canada a également annoncé le versement pour 1979 d'une deuxième contribution au montant de \$550 000 s'ajoutant aux \$750 000 déjà accordés. La France a pour sa part joint le groupe des Etats contributeurs en annonçant un premier concours financier de près de \$270 000 pour 1979. Déjà en 1978, 17 pays et gouvernements participants ont versé ou annoncé une contribution au PSD malgré, pour plusieurs pays africains, des ressources financières limitées.

La situation présente reflète l'intérêt accru manifesté vis-à-vis du PSD, dont l'un des objectifs est de favoriser la mise en oeuvre d'une coopération horizontale entre pays bénéficiaires.

#### Conférence des ministres de l'éducation (CONFEMEN)

La trente et unième session de la Conférence des ministres de l'éducation des pays francophones (CONFEMEN) s'est déroulée à Ouagadougou (Haute-Volta) les 6, 7 et 8 mars 1978. Au total, 16 pays, dont le Canada, ainsi que 7 organisations internationales, dont l'UNESCO, ont participé aux travaux de la réunion consacrée notamment à l'étude des relations entre l'école et la vie et aux problèmes entourant la production locale de matériel didactique. Les pays participants ont de plus confié au Secrétariat technique permanent de la Conférence la mise en oeuvre d'un programme d'activités comportant des stages et des séminaires liés aussi bien aux objectifs de la CONFEMEN qu'aux priorités définies et reconnues en matière d'éducation nationale par les ministres présents. Cette dernière dimension s'ajoute au rôle déjà important de réflexion d'échange et de consultation auquel est vouée la CONFEMEN et contribuera à renforcer la coopération dans un secteur prioritaire pour le développement socio-économique des pays africains.

La délégation canadienne à cette réunion internationale était dirigée par l'Ambassadeur du Canada en Haute-Volta et comprenait le ministre de l'Education du Québec ainsi que des hauts fonctionnaires du Nouveau-Brunswick et de l'Ontario.

#### Conseil africain et malgache pour l'enseignement supérieur (CAMES)

Précédant la trente et unième session de la Conférence des ministres de l'éducation, le CAMES a tenu sa réunion annuelle à Ouagadougou les 3 et 4 mars 1978. La réunion fut largement consacrée à l'étude de problèmes internes suscités par la démission du Secrétaire général. Les participants à la réunion, dont le Canada, ont néanmoins pris note du rapport d'activités du CAMES et approuvé la poursuite des actions déjà entreprises notamment au niveau de l'établissement d'une convention africaine sur l'équivalence des diplômes ainsi que dans des domaines plus spécifiques tels que la médecine traditionnelle et la pharmacopée africaine.

du Sénégal de l'Université des Mutants destinée à favoriser le dialogue des cultures et des civilisations; aide particulière au Laos et au Vietnam en matière de coopération éducative.

D'autre part, certains programmes de l'Agence méritent une attention particulière comme l'Ecole internationale de Bordeaux et le Programme spécial de développement.

#### Ecole internationale de Bordeaux (EIB)

L'Ecole internationale de Bordeaux, programme de l'Agence au service des Etats membres, est chargée de réaliser des actions de perfectionnement s'adressant à des cadres moyens et supérieurs dans des domaines précis répondant aux besoins du Tiers monde. Fondée en 1972, l'EIB a aujourd'hui atteint sa vitesse de croisière. L'année 1978 lui a permis de consolider ses expériences dans l'organisation des stages touchant notamment les domaines de la gestion, du développement et de l'éducation, et de développer ses actions comme centre international non seulement de perfectionnement mais aussi d'information, de documentation et de recherche.

Pour 1978, l'Ecole a accueilli plus de 500 cadres pour des stages de perfectionnement, entre autres en gestion d'entreprise et d'analyse de projets de développement en milieu rural. De même, au cours de cette même année, plusieurs cycles ont eu lieu hors de l'Ecole - au Mali, en Côte-d'Ivoire, au Niger, au Canada et à l'Ile Maurice. Le Canada y envoie régulièrement des stagiaires provenant des administrations fédérales et provinciales et du secteur privé.

#### Programme spécial de développement (PSD)

Devenu un instrument d'action souple et efficace pour l'ACCT, le Programme spécial de développement a complété en 1978 sa première année d'opération sur la base des projets retenus lors des réunions de Lomé et d'Abidjan en 1977. Le bilan des activités présenté aux membres du comité du PSD (dont le Canada) qui s'est réuni à Haïti en novembre 1978, fait état dans le domaine de l'assistance technique de l'envoi de près de 80 bourses de perfectionnement à des bénéficiaires issus de quinze Etats membres et de la réalisation de deux études techniques d'envergure à incidence régionale.

Lors de la réunion d'Haïti, le comité a réaffirmé les critères de sélection déjà élaborés tout en confirmant le rôle complémentaire du PSD par rapport aux autres organismes d'aide bilatérale et multilatérale. Sur la base des quelques 700 nouvelles requêtes qui lui ont été adressées, le Comité a approuvé la programmation 1979 du PSD qui marquera une intensification sensible de ses opérations.



Poursuivant ses efforts en vue d'améliorer et de renforcer cet instrument de dialogue et de coopération entre pays partiellement ou entièrement de langue française, le Canada s'est pleinement associé à tous les aspects des actions de la Francophonie internationale. Dans cette perspective, le projet de réunion de chefs d'Etat et de gouvernement de pays francophones, susceptible de favoriser l'établissement d'un dialogue fructueux entre pays industrialisés et pays en développement, a continué de susciter l'intérêt général parmi les pays francophones. Le président Senghor du Sénégal a notamment examiné cette question avec le premier ministre Trudeau, lors de son voyage au Canada en novembre 1978.

Agence de coopération culturelle et technique (ACCT)

L'Agence de Coopération culturelle et technique (ACCT) a obtenu en 1978 le statut d'observateur auprès de l'Assemblée générale des Nations Unies consolidant ainsi son rayonnement sur la scène internationale.

Le Conseil d'administration s'est réuni à Paris en décembre 1978; il a entre autres adopté un règlement provisoire définissant le fonctionnement de la collégialité du Secrétariat général. Il a de plus tracé le bilan des opérations adoptées par la Conférence générale d'Abidjan en 1977 et donné son accord à certaines opérations nouvelles qui seront réalisées dans le courant de 1979.

Les activités de l'Agence visent trois orientations principales: la promotion des cultures et des langues nationales, l'éducation et la coopération scientifique et technique, le développement économique et social. Dans toutes ces actions, l'Agence accorde la priorité au développement du monde rural.

Parmi les multiples actions de l'Agence, on peut citer au nombre des plus significatives: un soutien à la recherche en matière de tradition orale en Afrique, dans les Mascariques et les Caraïbes; l'édition de textes à caractère culturel et pédagogique destinés principalement à l'Afrique; la formation de cadres dans le domaine de l'artisanat et du tourisme; le recyclage de personnel enseignant en zone rurale; des expériences nouvelles en télévision scolaire; l'établissement d'un réseau international de traitement des données des sols avec le concours de l'Institut de recherche des sols du ministère de l'Agriculture du Canada; un appui au développement de l'énergie solaire; la poursuite du programme "Sahel vert" qui se traduit principalement par l'institution de chantiers de reboisement; un soutien aux centres de formation de jeunes ruraux et la promotion de l'agroindustrie intégrée au monde rural.

Des actions spécifiques ont par ailleurs été entreprises pour résoudre des questions prioritaires: mise à la disposition des Comores d'un contingent de 35 enseignants au niveau primaire; dotation d'un équipement de radio et de télévision à Djibouti; contribution au projet



Unies  
Contribution financière du Canada à l'Organisation des Nations

Le Canada a versé \$12 249 245 (E.U.) au budget des Nations Unies pour 1978. Les dépenses sont réparties entre tous les États membres suivant un barème basé principalement sur le revenu national. La quote-part du Canada est de 3,04 p. cent et vient au neuvième rang. Le Canada verse aussi sa quote-part aux institutions spécialisées de l'ONU dont il fait partie; les dépenses à ce titre se sont élevées à plus de 20 millions de dollars pour l'année financière 1978-1979.

Des versements supplémentaires vont aux Forces de maintien de la paix des Nations Unies au Moyen-Orient: FUNU II, FUNUD et FINUL. Pour financer ces opérations, on a mis au point un barème spécial qui accroît la part payée par les membres permanents du Conseil de sécurité et réduit le fardeau imposé aux pays les plus pauvres. En vertu de cet arrangement, la quote-part du Canada demeure à 3,04 p. cent et représente des versements d'un peu plus de 3 millions de dollars pour l'exercice financier 1977-1978, et approximativement 3,2 millions de dollars en 1978-79 pour la FUNU II et la FUNUD. Il n'y a eu aucune contribution au financement de la FINUL en 1977-1978, car ce dispositif n'a été créé que le 19 mars 1978; toutefois, des paiements d'environ 3,8 millions de dollars sont prévus pour 1978-1979.

En plus des quotes-parts fixées, le Canada verse au système onusien des contributions volontaires destinées principalement à l'aide au développement. Ces contributions forment la plus grande partie de son apport total. Dans leur répartition, le Canada accorde la priorité aux fonds centraux d'aide au développement, tel que le PNUD et l'UNICEF qui, ensemble, ont reçu environ 49 millions de dollars en 1978, ainsi qu'au Programme alimentaire mondial auquel le Canada a versé 95 millions de dollars (10 millions en espèces et 85 millions en denrées). Enfin, la Réserve alimentaire internationale de crise a reçu 7,5 millions de dollars en céréales vivrières.

Si le Canada concentre plutôt son aide dans ces institutions onusiennes, c'est qu'il est l'un des principaux producteurs alimentaires du monde et qu'il préfère en principe acheminer son aide par le biais de fonds de développement généraux plutôt que par les divers fonds spéciaux constitués de temps à autre par les institutions spécialisées de l'ONU. Enfin, des contributions de moindre importance, en espèces et en nature, sont allées à des programmes d'aide humanitaire et de secours aux réfugiés, aux victimes de l'apartheid, et aux victimes de catastrophes naturelles. La majeure partie de ces fonds a été acheminée par l'entre-mise de l'Agence canadienne de développement international.

La Francophonie

Au cours de 1978, la Francophonie a fait preuve de vitalité: les rencontres internationales de tout genre se sont multipliées et les activités et les programmes d'échanges se sont accrus et diversifiés.

L'Organisation des Nations Unies a connu une activité intense en 1978. L'Assemblée générale a tenu trois sessions extraordinaires en plus de sa session ordinaire. A la suite de la création de la Force intermédiaire des Nations Unies au Liban (FINUL), les Etats membres se sont réunis en session extraordinaire pour discuter les arrangements financiers pertinents. Une session extraordinaire sur la Namibie a permis d'adopter une résolution réaffirmant la responsabilité de l'ONU à l'égard de ce territoire et réclamant le retrait de l'Afrique du Sud. Lors de la session extraordinaire consacrée au désarmement, le Premier ministre du Canada, M. Trudeau, a proposé la "stratégie de l'asphyxie", qui est maintenant bien connue.

Le Canada a complété la deuxième année de son mandat au Conseil de sécurité, et de concert avec l'Allemagne de l'Ouest, les Etats-Unis et la Grande-Bretagne, s'est efforcé activement tout au long de 1978 d'amener un règlement négocié de la question namibienne. Les efforts de l'ONU ne sont pas restés lettre morte: il semble que des élections auront bientôt lieu en Namibie sous la surveillance du Groupe d'assistance des Nations Unies pour la période de transition (GANUPT). L'Assemblée générale a adopté ses résolutions traditionnelles sur l'apartheid en Afrique du Sud et en Rhodésie. Toutefois, le Conseil de sécurité s'est réuni à deux reprises pour discuter du problème rhodésien. Sur la question de Chypre, le Canada a appuyé une résolution de l'Assemblée insistant sur la nécessité d'une reprise des négociations entre Chypriotes grecs et turcs. Aux yeux des observateurs occidentaux, le débat sur le Moyen-Orient fut décevant; en effet, il s'est enlisé dans les redites et les arguments éculés.

La question des droits de la personne et le problème des réfugiés ont également donné lieu à des débats prolongés et ont attiré l'attention des médias. Dans son discours à l'Assemblée générale, le secrétaire d'Etat aux Affaires extérieures a dénoncé l'exemple tragique de la violation des droits de la personne au Kampuchea démocratique. Certains progrès ont par ailleurs été réalisés sur des questions en suspens relatives à un nouvel ordre économique international et au projet de restructuration des instances économiques et sociales de l'ONU. Le Canada a poursuivi sa préparation en vue de l'Année internationale de l'enfant, et une commission nationale a été créée à cet égard.

Pour la première fois de son histoire, le budget de l'ONU a dépassé un milliard de dollars pour l'exercice biennal 1978-1979. La quote-part du Canada a représenté 3,04 p. cent du budget, ce qui le place au neuvième rang des pays contributeurs.

En 1978, l'adhésion des Iles Salomon et de la Dominique a porté à 151 le nombre d'Etats membres de l'ONU.

## Mesures juridiques internationales contre le terrorisme

En 1978, on a vu l'élaboration de mesures destinées à combattre le terrorisme international, notamment le détournement d'avions.

Le Canada fait partie du groupe d'Etats qui ont encouragé les pays qui ne l'avaient pas encore fait à endosser les conventions largement acceptées sur les détournements d'avion, notamment celles de Tokyo (1963), de La Haye (1970) et de Montréal (1971).

Au "Sommet" économique de Bonn en juillet 1978, les sept pays participants ont fait une déclaration sur les détournements d'avion. A l'issue du Sommet, la Déclaration fut soumise à l'attention d'autres Etats et l'accueil qui a été réservé a été encourageant.

Au sein des Nations Unies, on a continué à travailler à la rédaction d'une Convention internationale contre la prise d'otages. Le Comité spécial dont le Canada fait partie a tenu sa deuxième session en février 1978. A partir d'un projet soumis par la République fédérale d'Allemagne, le Comité a pu adopter le texte d'un certain nombre de dispositions, notamment des articles établissant de quelle juridiction relève l'infraction, fixant des sanctions selon les règles du droit national et obligeant les Etats à extraire et à poursuivre les présumés coupables. Le Canada fait également partie du Comité spécial du terrorisme international de l'ONU, auquel on a confié le mandat d'étudier les causes du terrorisme et de proposer des mesures correctives appropriées.



La protection des droits de la personne et des arrangements régionaux visant à la promotion et à la protection efficaces de ces droits. D'autres résolutions adoptées traitaient des problèmes des femmes, des jeunes, des vieillards, des militants syndicalistes arrêtés ou détenus, et de l'Annuaire des droits de l'homme des Nations Unies. Dans l'ensemble, la session s'est distinguée par la qualité du dialogue qui a pris place entre l'Occident et le tiers monde sur les questions des droits de la personne et du développement social.

Le Comité des droits de l'homme, organisme de surveillance créé en vertu du Pacte relatif aux droits civils et politiques, s'est réuni deux fois en 1978 pour étudier les rapports remis par les Etats membres sur les mesures prises en vue d'appliquer les dispositions du Pacte. Aux termes du Protocole facultatif se rapportant au Pacte (auquel le Canada a adhéré en 1976 ainsi qu'aux deux Pactes sur les droits de la personne), le Comité a également été habilité à étudier les rapports provenant de particuliers et signalant des cas de violation des droits de la personne dans les Etats parties au Protocole. Monsieur Walter Tarnopolsky, professeur à la faculté de droit Osgoode Hall de l'Université York, a été choisi au nombre des 18 experts qui siègent à titre personnel au comité chargé d'étudier des rapports émanant des gouvernements et des particuliers.

## Réfugiés

En 1978, la politique canadienne concernant les réfugiés a continué de refléter la traditionnelle préoccupation des Canadiens à l'égard des personnes déplacées. Outre les programmes permanents touchant les réfugiés assujettis à la Convention relative au statut des réfugiés, ainsi que les réfugiés chiliens et autres sud-américains, de nouveaux programmes ont été mis sur pied pour les prisonniers politiques argentins, les "réfugiés de la mer" et ceux qui se sont réfugiés en Thaïlande par voie terrestre. Cette préoccupation active s'est par ailleurs traduite par une nouvelle Loi sur l'immigration qui est entrée en vigueur en 1978 et qui consacre pour la première fois dans un texte de loi canadien l'engagement du Canada envers la Convention et le Protocole relatifs au statut des réfugiés.

L'année 1978 a également été marquée par un exode massif de réfugiés de l'Indochine; en novembre, le flot avait atteint le rythme de 21 000 nouveaux réfugiés par mois. Face à cette grave situation et répondant à un appel du Haut-commissaire des Nations Unies pour les réfugiés, le Cabinet annonçait à la fin de décembre un plan d'action pour les réfugiés d'Indochine en 1979. Les principaux éléments de ce programme élargi sont: la réinstallation au Canada de 5000 réfugiés indochinois en 1979; pour atteindre ce chiffre, il faudra tripler le taux mensuel d'entrées appliqué en 1978; la contribution canadienne au budget du Haut-commissaire des Nations Unies pour les réfugiés sera doublée, passant à 2 millions de dollars; répondant à un appel spécial du Haut-commissaire, le Canada contribuera au financement des camps de réfugiés en Thaïlande, en Malaisie et ailleurs dans la région.



sion ainsi qu'à l'Assemblée générale, le Canada a cherché l'appui de mesures visant à accroître la capacité de l'ONU à faire respecter les normes internationales sur les droits de la personne et à encourager tous les États à assumer leurs obligations internationales à cet égard.

En février, à la trente-quatrième session de la Commission des droits de l'homme de l'ONU, à laquelle le représentant canadien, M. Yvon Beaulne, a fait fonction de vice-président, la délégation canadienne a continué de préconiser l'adoption de méthodes plus efficaces pour la promotion des droits de la personne. Grâce à la procédure confidentielle d'enquête sur les plaintes instaurée par la résolution 1503 du Conseil économique et social, la Commission a examiné un plus grand nombre de situations qu'à toute session précédente. Pour la première fois, le président de la Commission a révélé le nom des pays qui avaient fait l'objet d'une enquête.

En septembre, le Canada a présenté à la Commission des droits de l'homme de l'ONU un rapport concernant la situation des droits de la personne au Kampuchea démocratique. Le rapport était fondé sur le témoignage de réfugiés kampuchéens interviewés par des fonctionnaires canadiens. De ces témoignages, le gouvernement canadien a conclu que l'isolement volontaire imposé par le régime kampuchéen ainsi que les nombreuses indications de violations massives des droits de la personne dans ce pays rendaient essentielle une intervention de la communauté internationale en vue de demander instamment au gouvernement de Phnom Penh de redresser la situation à ce chapitre. Devant les inquiétudes formulées par le Canada et d'autres pays membres de l'ONU, le gouvernement du Kampuchea démocratique a invité le Secrétaire général de l'ONU à visiter ce pays.

En 1978, le secrétaire d'État aux Affaires extérieures a réitéré l'engagement du Canada à promouvoir le respect des droits de la personne dans le monde. Le ministre a rejeté l'argument selon lequel cette question serait d'ordre strictement intérieur. Il a indiqué qu'en adhérant à la Charte de l'ONU, tous les États membres se sont engagés à promouvoir le respect des droits de la personne et les libertés fondamentales pour tous, sans distinction. Le ministre a demandé à l'ONU de faire enquête sur la situation au Kampuchea démocratique, et a exhorté tous les États à prendre des mesures pour soulager la misère des réfugiés indochinois.

A la troisième Commission de l'Assemblée (questions sociales et humanitaires), la délégation canadienne a rédigé et coparrainé une importante résolution demandant instamment aux gouvernements d'enquêter et de faire rapport sur les cas de personnes disparues et priant le Secrétaire général et la Commission des droits de l'homme de se pencher sur les rapports de disparitions forcées ou involontaires. Cette résolution a été adoptée par l'Assemblée générale et renvoyée à la Commission des droits de l'homme pour suite à donner. Le Canada a également coparrainé les résolutions traitant des institutions nationales pour

nécessité d'aviser les Etats concernés en cas d'avarie d'un vaisseau spatial mu par des sources d'énergie nucléaire; et c) l'examen des aspects juridiques du problème. Le Comité a accepté ces propositions qui ont ensuite été adoptées par l'Assemblée générale des Nations Unies en novembre.

En 1978, le sous-comité juridique a poursuivi ses travaux sur un certain nombre de questions. Les principes qui, selon la proposition du Canada et de la Suède, devraient régir l'utilisation par les Etats de satellites pour la télévision directe ont fait l'objet de discussions animées, mais aucun accord n'est intervenu. Le projet de traité concernant la Lune a progressé, notamment au chapitre du statut juridique de cette planète et de ses ressources naturelles. En ce qui a trait aux conséquences juridiques de la téléobservation de la terre à partir de l'espace, des discussions utiles ont eu lieu relativement à l'élaboration de principes sur la notification, les consultations et le règlement pacifique des différends entre les Etats s'adonnant à des activités de téléobservation et les Etats à partir desquels sont obtenues ces données.

## Traités

Au cours de l'année, le ministère a retenu les services d'une spécialiste en matière de traités pour vérifier le contenu des greffes des traités canadiens et préparer aux fins de publication une "Liste des Traités du Canada en vigueur au 1<sup>er</sup> janvier 1979". Cette publication correspondra à celle publiées aux Etats-Unis "Treaties in Force" et en France "Liste des Traités et Accords de la France".

Par ailleurs, un représentant de la Section des Traités a participé à la reprise de la session de la Conférence des Nations Unies sur la succession d'Etats en matière de traité qui s'est tenue à Vienne. La Conférence a complété son travail et adopté une convention sur le sujet. L'Acte final de la Conférence a été signé au nom du Canada le 23 août 1978.

Le Canada a signé 33 accords bilatéraux en 1978, dont 26 sont entrés en vigueur des leur signature; cinq autres sont entrés en vigueur par ratification. Quatre accords bilatéraux ont été dénoncés. Au cours de la même période, trois accords multilatéraux ont été signés par le Canada, 12 sont entrés en vigueur pour le Canada par ratification, adhésion, approbation ou acceptation. Enfin, une convention multilatérale a été dénoncée par le Canada.

## Droits de la personne

En 1978, le Canada a poursuivi un certain nombre d'initiatives internationales dans le domaine des droits de la personne; il a été réélus à la Commission des droits de l'homme de l'ONU pour un nouveau mandat de trois ans se terminant en 1981. Dans le cadre de la Commis-

continental. Au sein du Groupe de l'OCDE sur la pollution transfrontière, le Canada a préconisé que l'on étudie sérieusement sans tarder cette question de la responsabilité et de l'indemnisation.

La coopération bilatérale et multilatérale s'est exercée dans le domaine de la pollution marine. Il y a eu progrès considérable dans les négociations entre le Canada et les Etats-Unis en vue de conclure un accord rendant obligatoire pour tous les navires traversant le détroit de Juan de Fuca le système de contrôle et de séparation du trafic actuellement en vigueur sur une base volontaire. Le Canada et le Danemark ont continué d'échanger des renseignements sur les explorations pétrolières en cours tant du côté canadien que danois du détroit Davis. D'autres discussions ont eu lieu sur la façon d'améliorer le Plan d'urgence provisoire Canada-Danemark sur la pollution marine, conclu en 1977. La question de l'accès par d'éventuels plaignants canadiens aux tribunaux et à l'appareil judiciaire du Danemark en cas de dommages résultant d'un accident de pollution dans les eaux danoises, et vice-versa, constitue un problème juridique important. Vers la fin de 1978, il a été proposé de reprendre les consultations avec le gouvernement danois l'année suivante.

Les relations canado-américaines en matière d'environnement se sont étendues à des domaines autres que la pollution des océans. A la suite de l'élargissement du canal Richelieu Chambly, on a procédé à l'étude des obligations du Canada aux termes du droit international. Un accord ad referendum est également intervenu sur un protocole modifiant l'article 2 de la Convention pour la protection des oiseaux migrateurs au Canada et aux Etats-Unis (1976). Ce protocole, qui devait être signé par les deux gouvernements au début de 1979, porte sur la capture d'oiseaux migrateurs et sur la cueillette de leurs oeufs par les Indiens et les Inuit selon des saisons établies pour assurer la conservation et la survie des espèces en cause.

Des discussions officielles et exploratoires sur la pollution atmosphérique transfrontière ont eu lieu à Washington en décembre. La position du Canada sur les questions de pollution atmosphérique transfrontière se fonde sur les règles existantes et évolutives du droit international, notamment le principe établi par l'arbitrage de l'affaire de la fonderie de Trail et le principe 21 de la Déclaration de Stockholm sur l'environnement humain.

#### Droit de l'espace extra-atmosphérique

A la suite de la chute au Canada de composantes du satellite soviétique Cosmos 954, le 24 janvier 1978, la délégation canadienne au Comité des utilisations pacifiques de l'espace extra-atmosphérique des Nations Unies a présenté plusieurs propositions d'action consécutive à l'ONU, notamment a) la création d'un groupe de spécialistes chargés des aspects techniques et des mesures de sécurité relatifs à l'emploi de sources d'énergie nucléaire dans l'espace extra-atmosphérique; b) la



En 1978, la nécessité de se doter d'un régime écologique plus efficace au niveau multilatéral a été démontrée par l'échouement d'un pétrolier de 220 000 tonnes, l'Amoco Cadiz, qui a causé de graves dommages à la côte de la Bretagne, en France.

Dans le cadre de l'Organisation intergouvernementale consultative de la navigation maritime (OMCI) et de la Conférence sur le droit de la mer, des initiatives ont été prises pour améliorer la protection du milieu marin. Au sein de l'OMCI, le Canada a appuyé les efforts déployés par la France pour élaborer une nouvelle Convention internationale sur les règles concernant l'assistance et le sauvetage en mer. Il a participé aux travaux préparatoires du Comité juridique de l'OMCI en vue de la rédaction d'une Convention sur la responsabilité et l'indemnisation en cas de pollution causée par le transport de marchandises dangereuses par mer. Le ministère a pris part à une réunion de juristes qui a débouché sur l'adoption d'une résolution relative aux mécanismes de règlement des conflits découlant de l'interprétation et de l'application de la Convention sur l'immersion de déchets en mer (1972). Le Canada a également été représenté à la Conférence sur la sécurité des pétroliers, tenue à Londres, où l'on a préparé les protocoles à la Convention du Comité interministériel de la pollution marine (1973) et à la Convention pour la sauvegarde de la vie humaine en mer (1974).

À la Conférence sur le droit de la mer, le Canada a continué de réclamer que l'on apporte des améliorations au texte de négociation composite officiels afin de donner aux États côtiers tous les pouvoirs nécessaires pour faire respecter les règlements écologiques internationaux à l'intérieur de la zone économique de 200 milles et appliquer les normes nationales aux navires étrangers croisant dans les eaux territoriales et dans les eaux recouvertes de glace de l'Arctique canadien.

Dans un autre secteur de la protection du milieu marin, une rencontre intergouvernementale a eu lieu à Copenhague en juillet 1978 afin de préparer la renégociation de la Convention internationale pour la réglementation de la chasse à la baleine afin d'y inclure les dauphins et les marsouins. Fidèle à sa politique de conservation des baleines, le Canada a appuyé le maintien de moratoires sélectifs sur la chasse à la baleine et réclame l'amélioration des données permettant de calculer la population baleinière.

En 1978, le Canada a participé activement aux réunions du groupe de travail réunissant des experts en droit de l'environnement créé en 1977 sous l'égide du Programme des Nations Unies pour l'environnement. Ce dernier a poursuivi son étude de la responsabilité et de l'indemnisation en cas de dommages résultant de la pollution marine causée par l'exploitation minière et le forage sous-marin du plateau



efforts intensifs du Canada depuis plusieurs années pour surveiller et inspecter ces régions et vu la dépendance des communautés côtières canadiennes vis-à-vis de ces stocks.

En 1978 également, le Canada a signé de concert avec le Japon et les États-Unis un Protocole modifiant la Convention internationale concernant les pêcheries hauturières de l'océan Pacifique Nord. Cet instrument a pour effet de mieux protéger le saumon d'origine canadienne contre la pêche hauturière japonaise. Le Canada et les États-Unis ont aussi poursuivi leurs négociations bilatérales en vue de conclure un accord sur l'interception du saumon qui établirait des mécanismes efficaces permettant aux deux nations de tirer tous les avantages de leurs programmes respectifs de conservation et de mise en valeur des pêches.

Tout au long de 1978, le ministère des Affaires extérieures a continué d'accorder une attention prioritaire aux négociations canado-américaines sur les pêches et les frontières maritimes. Ces dernières ont débuté en 1977 après que les deux pays eurent porté à 200 milles de leurs côtes leur juridiction en matière de pêches, d'où la nécessité de définir quatre nouvelles frontières maritimes entre eux et de mettre au point des régimes de gestion coopérative des pêches de l'Atlantique et du Pacifique à l'intérieur de la nouvelle zone de 200 milles. Le 12 avril, tandis que se poursuivaient les négociations en vue de la signature d'un accord permanent, les deux gouvernements sont parvenus à un accord intérimaire, assujéti à un processus de ratification, permettant la pêche réciproque dans leurs eaux territoriales et ils ont convenu de l'appliquer sans tarder en attendant son entrée en vigueur officielle. Mais le 2 juin, le Canada a été forcé de suspendre cette application provisoire, principalement parce que les lois américaines actuelles ne permettaient pas aux États-Unis d'en respecter intégralement les conditions et les dispositions, au détriment des intérêts du Canada dans le domaine des pêches. C'est ainsi qu'en 1978, les pêcheurs de chacun des deux pays ont été exclus des eaux territoriales de l'autre.

Vers la fin de 1978, cependant, on a marqué des progrès vers le règlement du conflit de la frontière du golfe du Maine et l'instauration d'un nouveau régime de gestion coopérative des pêches de l'Atlantique. Cette évolution a été notée par le secrétaire d'État aux Affaires extérieures et le secrétaire d'État américain, lors de la visite de ce dernier à Ottawa en novembre (à la suite de cette rencontre, un accord a été conclu en janvier 1979). Les deux ministres ont également encouragé les négociateurs à poursuivre leurs efforts pour résoudre les trois différends frontaliers en suspens dans les océans Pacifique et Arctique et à conclure un accord sur les pêches de la côte Ouest qui engloberait le plus grand nombre possible de questions en souffrance. Ils ont également convenu d'inciter leurs négociateurs respectifs à faire aboutir rapidement les entretiens connexes sur l'interception du saumon.

sement de la juridiction maritime des Etats côtiers ont motivé sensiblement le statut juridique des océans du monde. Le ministère des Affaires extérieures a conduit les négociations avec d'autres pays relativement à ces changements juridictionnels dans le domaine des pêches et des ressources maritimes, tant sur une base bilatérale qu'au sein de diverses organisations régionales multilatérales dont le Canada fait partie.

En vigueur depuis l'extension par le Canada de sa zone de pêche de 12 à 200 milles au large des côtes en 1977, le nouveau régime de pêches canadien est entré dans sa deuxième année en 1978. Le Canada a par ailleurs signé un accord de pêche avec le Japon, ce qui porte à dix le nombre d'accords de pêche bilatéraux conclus, soit avant la création des nouvelles zones de pêche (avec la Norvège, l'Espagne, le Portugal, l'URSS et la Pologne) soit après (avec Cuba, la Bulgarie, la République démocratique allemande, la Roumanie et le Japon). En vertu de ces accords, des navires étrangers demeurent autorisés à pêcher, selon un système rigoureux de permis et de contingentement des prises, des stocks que le Canada se déclare incapable d'exploiter dans la zone de 200 milles. Les cinq derniers accords contiennent également une disposition visant à assurer une meilleure protection aux stocks appauvris à l'extérieur des zones de 200 milles. On y reconnaît l'intérêt particulier que porte le Canada aux stocks de la région des Grands bancs et du Bonnet flammand, hors des zones relevant de sa juridiction nationale.

En 1978, le Canada a aussi mené des négociations bilatérales sur les pêches avec le Danemark (pour les Iles Féroé) et la Communauté économique européenne. Dans les deux cas, un accord ad referendum est intervenu et son libellé a été soumis aux gouvernements en cause pour approbation finale avant signature.

A la fin de 1978, le Canada et la France ont convenu pour 1979 de nouveaux arrangements interrégionaux sur les pêches dans la zone au large de Saint-Pierre-et-Miquelon, en attendant la délimitation des frontières maritimes dans cette région.

En octobre 1978, le Canada s'est joint à huit autres pays pour signer une nouvelle Convention sur la future coopération multilatérale dans les pêches de l'Atlantique Nord-Ouest, qui prévoit la création d'une nouvelle organisation internationale, l'Organisation internationale des pêches de l'Atlantique Nord-Ouest (OIPAN) en remplacement de la Commission internationale des pêches pour la gestion internationale des pêches dans la région extérieure et immédiatement adjacente aux zones de pêches de 200 milles établies par les Etats côtiers de l'Atlantique Nord-Ouest. Entré en vigueur le 1er janvier 1979, ce nouvel instrument exige que soit accordé aux pêcheurs canadiens un traitement de faveur dans l'allocation des stocks de poisson de la région des Grands bancs et du Bonnet flammand au delà de la limite de 200 milles, étant donné les

souverains de l'Etat côtier dans sa zone économique exclusive. Le texte de compromis actuellement à l'étude prévoit que la gestion par l'Etat côtier des ressources biologiques dans sa zone économique ne serait pas soumise à l'arbitrage obligatoire des différends, mais le serait uniquement à une conciliation dans certains cas.

Au chapitre de la délimitation des frontières maritimes entre Etats limitrophes ou qui se font face, il y a toujours des divergences prononcées entre, d'une part, les adeptes du principe de l'équidistance et, d'autre part, ceux du principe de l'équité. Néanmoins, après de longues discussions au sein du groupe de négociation, le président du groupe a déclaré que tout texte qui serait adopté devrait comporter comme critère de délimitation un juste dosage de ces deux principes. Cette approche pourrait fort bien servir de point de départ à l'élaboration d'un texte de compromis sur cette question au cours de la prochaine session.

Le désastre provoqué par l'échouement de l'Amoco Cadiz au large des côtes françaises en 1978 a amené plusieurs délégations à la Troisième commission à mieux se rendre compte des dangers possibles et à se préoccuper davantage de la protection du milieu marin. Les participants ont donc abordé trois questions qui préoccupaient vivement le Canada: les pouvoirs d'établissement de normes de l'Etat côtier dans ses eaux territoriales, ses pouvoirs de police dans sa zone économique exclusive et son droit d'intervention pour prévenir et contrôler la pollution causée par des accidents maritimes. Plusieurs propositions ont reçu un appui substantiel, dont l'une grâce à une initiative canadienne, prévoit le renforcement des pouvoirs d'inspection par l'Etat côtier dans les cas d'infractions aux lois destinées à combattre la pollution dans sa zone économique. On s'accorde à dire que les progrès réalisés au cours de cette session ont permis de faire un pas de plus vers l'aboutissement de négociations portant sur la pollution des mers.

Comme conséquence du long débat, la septième session a permis d'isoler les points essentiels d'un compromis global sur les questions clés non résolues. Néanmoins, il faudra d'autres négociations ardues avant d'en arriver à une entente finale sur un traité. Il faudra pour cela que l'élan imprimé en 1978 se maintienne lors de la huitième session qui se déroulera à Genève du 19 mars au 27 avril 1979.

Fort des progrès considérables déjà réalisés à la Conférence sur le droit de la mer au cours des quatre dernières années et conscient de l'importance vitale des questions à résoudre, le Canada demeure résolument acquis à une conclusion heureuse des négociations qui lui assurera une protection complète de ses intérêts miniers et maritimes et lui garantira une utilisation ordonnée et légitime des océans.

## Pêches internationales

Au cours de la dernière décennie, les retombées de la troisième Conférence des Nations Unies sur le droit de la mer et l'élargis-



Conférence sur le droit de la mer

La septième session de la troisième Conférence des Nations Unies sur le droit de la mer s'est tenue à Genève, du 28 mars au 17 mai, et à New York du 21 août au 15 septembre 1978. Le climat de cette septième session a été constructif et a permis des progrès encourageants sur certaines des questions-clés encore en négociation. Cependant, d'autres discussions intenses seront nécessaires afin d'en venir à un compromis global et assurer le succès de la Conférence.

Les négociations ont d'abord porté sur le régime international d'exploitation des fonds marins, en particulier la politique des ressources, l'organisation financière de l'Autorité internationale des fonds marins et de l'Entreprise, et les organes de cette autorité. Du point de vue canadien, l'événement le plus important a été la conclusion d'un accord ad referendum entre les délégations du Canada et des États Unis d'Amérique sur une formule de plafonnement de l'extraction du nickel des fonds marins. Incluse dans le rapport final de la première partie de la session, cette formule prévoit une croissance ordonnée de l'exploitation minière des fonds marins, donne des garanties satisfaisantes contre la perturbation du marché des minéraux terrestres, et fixe à la production du nickel des fond marins un plafond suffisant pour répondre aux besoins des exploitants éventuels.

Les négociations se sont aussi poursuivies sur la définition du rebord externe du plateau continental, autre question vitale pour le Canada. La formule irlandaise, qui est fondée sur les caractéristiques naturelles du plateau continental, reçoit un appui de plus en plus large. Cependant, les efforts déployés en vue d'en arriver à un compromis ont été compliqués par la présentation d'une proposition qui voudrait imposer une limite arbitraire aux revendications de l'État côtier sur le plateau. Le Canada attache une grande importance à la résolution satisfaisante de cette question, d'autant plus que son plateau déborde largement la limite de 200 milles à certains endroits de sa côte est. Seul un compromis basé sur la formule irlandaise pourrait permettre d'en arriver à une décision finale sur cette question d'un règlement global sur l'accès des États sans littoral et géographiquement désavantagés.

Sur ce point, le fait saillant a été la présentation, par le président du groupe des négociateurs, de propositions permettant l'accès des États sans littoral et géographiquement désavantagés aux ressources biologiques qui excèdent les besoins des États côtiers dans les zones économiques de leurs régions et sous-région. Le texte, qui appellerait sans doute certains éclaircissements, représente un important progrès dans la recherche d'une solution de compromis.

Dans le domaine du règlement des différends, des progrès importants ont été réalisés en ce qui a trait à l'exercice des droits

sont penchés sur les besoins et les droits des enfants, et 121 pays, dont le Canada, ont créé des commissions chargées de promouvoir l'observation de l'enfant à l'échelle nationale.

En juillet, le Canada était l'hôte de la réunion préparatoire interrégionale au sixième congrès pour la prévention du crime et le traitement des délinquants, qui aura lieu à Sydney, en Australie, en 1980. A cette occasion, des experts en droit pénal de vingt pays se sont réunis à Ottawa pour discuter des tendances de la criminalité ainsi que de la prévention et de la lutte contre le crime. Les résultats de la rencontre d'Ottawa seront étudiés plus à fond lors du sixième congrès.

En septembre, le Canada a participé à une Conférence internationale sur les soins de santé primaires, qui a eu lieu en Union soviétique sous les auspices de l'Organisation mondiale de la santé et du Fonds des Nations Unies pour l'enfance. Cette conférence était particulièrement intéressante parce qu'elle permettait aux experts canadiens de comparer leur expérience en matière de prestation de soins de santé dans le Grand Nord canadien avec celle d'autres pays qui éprouvent également certaines difficultés à ce chapitre.

Le Comité préparatoire à la Conférence mondiale de 1980 concernant la Décennie des Nations Unies pour la femme a tenu sa première session du 19 au 30 juin, à Vienne. Le Comité a élaboré un ordre du jour axé sur l'action, insistant particulièrement sur les objectifs prioritaires que sont l'emploi, la santé et l'éducation dans le contexte plus large des objectifs généraux de la Décennie: égalité, développement et paix.

On a poursuivi les travaux visant la mise en oeuvre du plan d'action mondial pour la Situation de la femme; au Canada, le Cabinet a été saisi d'un plan d'action national visant à permettre aux femmes d'accéder à l'égalité avant la fin de la décennie.

## Questions économiques et sociales

Le Ministère a participé activement, sur les plans national, régional et international, aux travaux préparatoires à la Conférence des Nations Unies sur la science et la technique au service du développement, qui devait avoir lieu à Vienne en août 1979.

Le Canada a terminé en décembre 1977 son mandat de trois ans au Conseil économique et social; toutefois, il est encore en mesure de jouer un rôle actif à titre d'observateur, de nouveaux arrangements donnant à ces derniers nombre de privilèges jusqu'ici réservés aux États membres. Au cours de la soixante-cinquième session le Canada a coparrainé avec les États-Unis et réussi à faire adopter une résolution réclamant la tenue de négociations en vue d'un traité international sur les paiements illicites effectués par les sociétés transnationales.

A la trente-troisième session de l'Assemblée générale de l'ONU, le Canada a été élu vice-président de la deuxième Commission et des progrès ont été réalisés en vue de l'adoption par consensus d'une résolution sur la Conférence des Nations Unies sur la science et la technologie au service du développement; la Commission a par ailleurs établi les lignes directrices d'une nouvelle stratégie internationale du développement dans le cadre de la Troisième décennie pour le développement.

On a poursuivi au cours de la trente-troisième session les discussions sur la restructuration des institutions économiques et sociales de l'ONU et sur le mandat du Comité plénier. On a progressé vers l'instauration d'un climat plus propice aux négociations sur les questions en suspens concernant un nouvel ordre économique international et aux échanges de vues sur les problèmes économiques mondiaux.

En 1978, le Canada s'est dit préoccupé de la propension de plus en plus grande des Nations Unies à proclamer des "années spéciales" pour mettre en relief certaines questions tenant particulièrement à coeur aux États membres. Le Canada appuie l'idée de ces initiatives qui visent à sensibiliser le public aux problèmes de certaines couches de la population mondiale qui sont particulièrement désavantagées. Toutefois, la délégation canadienne a fait valoir à l'Assemblée générale et dans d'autres instances de l'ONU que la fréquence de ces années spéciales en minimise l'impact. Le Canada a exprimé l'avis que si la communauté internationale limitait le nombre des "années spéciales" à une tous les cinq ans, les années ainsi proclamées bénéficieraient d'une plus grande attention publique et leur message serait pleinement compris.

Partout dans le monde, on a intensifié les préparatifs en vue de l'Année internationale de l'enfant. Répondant à l'appel de l'Assemblée générale des Nations Unies, cent cinquante et un pays se



coopération et le développement économiques (OCDE), à l'exception de l'Islande et de la Turquie, se sont engagés à respecter. Le Canada a accepté de participer à la nouvelle entente malgré les graves lacunes qu'elle comporte à ses yeux, car elle constitue un nouvel effort en vue de faire régner une certaine discipline internationale dans le domaine de la concurrence en matière de crédits.

Le Canada a aussi participé aux travaux du Club de Paris, organisme officiels qui, en cas de retards graves dans le remboursement de crédits publics, s'occupe de réunir les États créanciers et les États débiteurs pour qu'ils discutent des modalités de remboursement les plus appropriées. En 1978, le Club de Paris a tenu avec les représentants du Pérou une rencontre à laquelle le Canada a assisté.

Au cours de l'année, le Canada a signé avec le Malawi et le Samoa-Occidental des accords établissant les modalités de solution des problèmes d'assurance de l'investissement à l'étranger, portant ainsi à 24 le nombre d'accords de ce genre. À la fin de l'année, des discussions avec 21 autres États étaient en cours en vue d'accords analogues.

## Politique de coopération industrielle à l'égard des pays en développement

Dans le cadre de la revue générale de ses relations avec les pays en développement, le gouvernement canadien met de plus en plus l'accent sur les pays à revenu moyen ou élevé. Le programme d'aide au développement ne s'étant guère appliqué jusqu'ici aux pays les plus riches (il visait surtout les plus pauvres d'entre eux), on envisage actuellement un programme de coopération industrielle propre à stimuler l'investissement dans les pays en développement disposant déjà d'une solide assiette industrielle.

Tandis que s'élabore cette nouvelle politique canadienne par la création de nouveaux programmes et la coordination de programmes existants dans le secteur de l'aide ou dans d'autres domaines, de petites et moyennes entreprises canadiennes peuvent être encouragées à s'établir dans des pays en développement choisis, par voie d'investissements directs ou de cogestions ou en établissant tout autre lien d'affaires. Il s'ensuivrait une hausse de la demande de machinerie et de technologie canadiennes qui, à son tour, stimulerait la croissance et de ce fait les exportations de notre secteur industriel largement tributaire des marchés extérieurs. Ce scénario offre aussi l'avantage de contribuer à l'essor des industries associées des pays en développement.

À l'échelle multilatérale, le Ministère a participé, dans le cadre de la CNUCED à la négociation d'un code international régissant les transferts de technologie. Une conférence diplomatique a eu lieu à ce sujet à Genève, en novembre 1978. Le Ministère a aussi continué de suivre de près les activités de l'Organisation des Nations Unies pour le développement industriel et a participé, en mars 1978, aux négociations

Aide au développement

Les décaissements au titre du programme canadien d'aide au développement ont atteint, pour l'exercice se terminant le 31 mars 1978, le niveau record de 1276,9 millions de dollars, dont 231,9 millions au titre de l'effacement des dettes.

Les décaissements bilatéraux sont restés concentrés dans les pays les plus démunis, conformément à l'un des principaux objectifs formulés dans la stratégie de coopération au développement international pour 1975-1980. Le Canada a aussi appuyé un certain nombre d'institutions multilatérales de premier plan, comme la Banque mondiale, les banques régionales de développement et le Programme des Nations Unies pour le développement, en leur versant des contributions de 410,2 millions de dollars, soit 39 p. cent de son aide totale (à l'exclusion de la dette). Les dépenses pour l'aide alimentaire ont atteint durant l'année financière 232 millions de dollars, dont 60 p. cent ont été acheminées par les voies bilatérales.

Coopération technique au sein du Commonwealth

Le Fonds du Commonwealth pour la coopération technique (FCT) est le principal organisme multilatéral d'aide au développement au sein du Commonwealth. Il s'occupe principalement de fournir une assistance technique, ainsi que des services d'enseignement et de formation techniques aux pays en développement.

Le Canada, qui a fourni environ 40 p. cent des ressources du Fonds, considère ce dernier comme un bon instrument de coopération au développement. En conséquence, à la réunion des chefs de gouvernement du Commonwealth tenue en juin 1977, le Premier ministre Trudeau a annoncé que le Canada y verserait 6,5 millions de dollars pour l'année financière 1977-1978 et 7,8 millions en 1978-1979.

Créé en 1976 avec un objectif d'un million de livres Sterling, le Fonds spécial du Commonwealth pour le Mozambique a commencé à fonctionner en 1977. En septembre 1978, il avait permis de mettre en marche des projets de formation et d'assistance techniques d'un coût total de £400 000. La contribution du Canada à ce Fonds s'élève jusqu'à maintenant à \$400 000.

Politique de financement des exportations

Le Canada a pris part aux consultations que poursuivent les pays industrialisés dans le but de réduire la concurrence qui s'exerce inutilement dans les crédits publics à l'exportation. Au cours de 1978, le consensus sur les crédits à l'exportation a été remplacé par des lignes directrices que tous les pays membres de l'Organisation pour la

accords internationaux pertinents, en particulier la Convention sur la responsabilité internationale pour les dommages causés par des objets spatiaux signée en 1972, de même que sur les principes généraux du droit international. Le montant réclamé dépassera les 6 millions de dollars, si l'on tient compte uniquement des dépenses occasionnées par l'incident. Pour présenter sa réclamation, le Canada devait respecter les délais légaux, c'est-à-dire procéder dans les douze mois de l'incident; l'URSS dispose ensuite de la même période pour satisfaire à la réclamation, sans quoi le Canada peut demander un règlement par tierce partie.

En ce qui concerne les programmes généraux de réclamations, le secrétaire d'Etat aux Affaires extérieures a annoncé le 19 juillet 1978 le début d'un programme de réclamations du Gouvernement canadien pour les citoyens canadiens ayant perdu des biens ou propriétés en République démocratique allemande. A partir de cette date, les intéressés étaient invités à faire parvenir des renseignements sur des réclamations qui à leur avis étaient susceptibles de faire l'objet des prochaines négociations. Ce nouveau programme s'est ajouté à ceux qui existaient déjà avec d'autres pays, notamment la Chine, Cuba et la Yougoslavie.

Dans le domaine de la négociation d'accords à caractère économique, les activités du Bureau des affaires juridiques se sont partagées entre les négociations purement économiques comme celles ayant trait à l'accord général sur les tarifs douaniers et de commerce ou aux règles de Hambourg pour le transport de marchandises par mer et celles où les éléments politiques, sociaux et culturels se mêlent aux considérations économiques, comme le code de conduite des Nations Unies pour les sociétés transnationales, les traités bilatéraux tendant à éviter la double imposition ou le protocole avec l'Egypte pour la venue de l'exposition Toutankhamon au Canada.

Mentionnons enfin la préparation d'un code de conduite sur le transfert de la technologie dans le cadre de la Conférence des Nations Unies sur le commerce et le développement, d'une convention sur les pratiques de corruption dans le cadre de l'ECOSOC, le développement de procédures de consultation avec les Etats-Unis d'Amérique pour éviter les débordements de juridiction et la mise au point de mécanismes de contrôle de sécurité nucléaire.



Le Canada a participé activement aux travaux du Comité des utilisations pacifiques de l'espace extra-atmosphérique des Nations Unies et, notamment, à la création d'un groupe d'experts sur l'utilisation de sources d'énergie nucléaire dans l'espace. Il a également pris part aux discussions préliminaires concernant la tenue d'une deuxième conférence des Nations Unies sur l'espace extra-atmosphérique et au débat sur diverses questions relatives à la télédétection.

En décembre, le Canada est devenu membre coopérant de l'Agence spatiale européenne. Ce nouveau statut (il n'était auparavant qu'observateur) lui permettra de participer aux programmes et projets de l'Agence sur les plans scientifique et industriel. La coopération s'est poursuivie activement avec la National Aeronautics and Space Administration (NASA), et en septembre, le chef de la NASA est venu au Canada pour explorer les possibilités d'intensifier cette coopération bilatérale.

Cette année encore, le Canada a participé aux travaux d'organisations internationales dans le domaine des communications par satellite. Une délégation canadienne assistant à la troisième Assemblée des membres de l'Organisation internationale des télécommunications par satellite (INTELSAT). Le Canada a également participé à plusieurs réunions préparatoires en vue de la création d'une organisation internationale des satellites de navigation maritime (INMARSAT), qui devrait voir le jour en 1979.

Enfin, on a travaillé activement, tant sur le plan national qu'international, aux préparatifs de la participation canadienne à la Conférence administrative mondiale des radio-communications, qui aura lieu en 1979 sous les auspices de l'Union internationale des télécommunications.

Droit économique international

L'année 1978 a été fort active pour le Canada dans le domaine du droit économique international, tant sur le plan des réclamations contre les pays étrangers que sur le plan de la négociation et la conclusion d'accords internationaux.

Au chapitre des réclamations, l'événement marquant fut la chute du satellite soviétique Cosmos 954 le 24 janvier dernier dans les territoires du Nord-Ouest, ce qui déclencha un processus de réclamation contre l'URSS. Le Canada informa en effet l'Union soviétique, dans une note en date du 28 février 1978, qu'il soumettrait une réclamation pour les dommages occasionnés par la présence sur son territoire de débris radioactifs du satellite, notamment pour les frais de recherche et de nettoyage visant à rendre aux territoires atteints leur salubrité originale. La demande en réparation du Canada entend s'appuyer sur les

annoncé leur intention de révoquer les exemptions anti-cartel applicables aux transporteurs aériens américains parties aux conférences de tarification de l'IATA. Ces mesures ont radicalement transformé la situation de l'aviation civile internationale.

Les négociations entre le Canada et l'Argentine ont permis de parapher un accord ad referendum en janvier. Un accord aérien ayant été conclu avec Haïti, l'Air Canada a commencé à effectuer des vols vers Port-au-Prince à l'automne. Par ailleurs, les modalités d'un nouvel accord aérien provisoire ont pu être arrêtées à l'issue de deux séances de négociations avec la Barbade. Des négociations se sont également déroulées avec les pays scandinaves, le Portugal et la Grande-Bretagne. Durant la seconde moitié de l'année, le Canada a pu avec l'appui du Haut-commissariat à Londres résister aux tentatives britanniques visant à démanteler Air Canada de l'aéroport de Heathrow à celui de Gatwick. A l'heure actuelle, des accords aériens bilatéraux sont en vigueur avec une trentaine de pays.

## Transport

L'évolution des transports maritimes dans le monde, les changements apportés par les principaux partenaires commerciaux du Canada à leurs politiques en matière de transport, et les incidences des transformations technologiques ont continué de rendre nécessaires l'échange de renseignements techniques et la promotion des intérêts canadiens au sein des instances internationales. C'est pourquoi le Canada a continué de participer aux travaux, entre autres, du Comité des transports maritimes de l'OCDE et de ses organes subsidiaires, de la Commission des transports maritimes de la CNUCED et des institutions connexes, et enfin du Comité des transports intérieurs de la Commission économique pour l'Europe. Les missions canadiennes ont continué de s'occuper des questions bilatérales en matière de transport. L'évolution du transport maritime dans le monde a nécessité l'élaboration d'une nouvelle politique canadienne à cet égard, laquelle a son tour a influé sur les relations internationales du Canada. En même temps, le Canada a continué de prendre part aux travaux de l'Organisation de l'aviation civile internationale, à Montréal, et de l'Organisation intergouvernementale consultative de la navigation maritime (OMCI), à Londres, étant donné l'importance que revêtent pour lui l'évolution des techniques et de la réglementation touchant les transports maritimes et aériens, en particulier en ce qui a trait à l'élaboration des normes internationales de sécurité et de facilitation. Le Canada a participé activement à deux conférences internationales tenues sous les auspices de l'OMCI et visant la prévention de la pollution marine. Ces conférences ont permis l'adoption de protocoles additionnels à la Convention de 1974 pour la sauvegarde de la vie humaine en mer, à la Convention de 1973 pour la prévention de la pollution par les navires, ainsi qu'à une nouvelle Convention internationale sur les normes de formation des gens de mer, de délivrance des brevets et des veilles. Au cours de l'année, on a également réalisé des progrès en vue de l'adoption d'une convention internationale sur les transports intermodaux.

trices applicables à la gestion des ressources naturelles partagées par deux États ou plus. Le Canada a demandé instamment que les préoccupations écologiques fassent partie intégrante de la nouvelle stratégie internationale de développement que l'on met au point pour les années 80.

Dans toutes les réunions multilatérales sur l'environnement, le Canada a insisté sur la nécessité d'étudier sérieusement les incidences écologiques des stratégies énergétiques en évolution.

### Politique scientifique

Les activités scientifiques du gouvernement fédéral sur le plan international visent à hisser le Canada aux premiers rangs des pays industrialisés à technologie avancée. Divers moyens sont mis en oeuvre à cette fin, dont les échanges d'information, des visites de techniciens et des projets de recherches conjoints avec d'autres nations. Le ministère des Affaires extérieures, en étroite collaboration avec les ministères et organismes à vocation scientifique, encourage énergiquement toutes ces activités.

Cette année a vu le début d'un effort soutenu en vue de stimuler la recherche et le développement au Canada. En même temps que l'on accordait une plus grande attention à la science et à la technologie, on redoublait d'efforts en vue de compléter les priorités et les programmes nationaux par une action sur le plan international. En outre, d'importantes réunions bilatérales ont eu lieu avec un certain nombre de pays, dont la France, le Japon et l'Union soviétique, et des projets conjoints ont été mis en branle. Le Canada a également joué un rôle actif au sein de diverses organisations scientifiques multilatérales. Il était présent aux réunions du Conseil des sciences du Commonwealth, du Comité de politique scientifique et technologique de l'OCDE, du Comité scientifique de l'OTAN et des conseillers supérieurs de la Commission économique des Nations Unies pour l'Europe en matière de science et de technologie. Le Canada a également participé à une conférence des ministres chargés des politiques scientifiques, organisée par l'UNESCO, ainsi qu'aux préparatifs de la prochaine conférence des Nations Unies sur la science et la technologie au service du développement.

### Relations aériennes

Après une période de consolidation de leurs services, les transporteurs aériens canadiens qui effectuent des vols réguliers ont connu une bonne année, une légère augmentation du trafic leur ayant permis de connaître une certaine expansion. L'annonce d'une nouvelle politique en matière de vols notifiés a permis une certaine libéralisation des règlements touchant les exploitants de vols notifiés nationaux, et profité au touriste canadien. En octobre, les États-Unis ont supprimé leur réglementation de leur industrie aérienne intérieure et



L'intention des sociétés transnationales se sont poursuivis toute l'année durant. Le Canada a aussi fait partie d'un groupe de travail de l'ECOSOC qui est à élaborer un accord international sur le problème des paiements illicites dans les transactions commerciales internationales. A l'OCDE, le Canada a participé à l'étude de questions reliées à la Déclaration de 1976 sur l'investissement international et les entrées prises multinationales, notamment pour ce qui est du traitement discriminatoire dont les investissements étrangers font l'objet. On a poursuivi au sein de l'OCDE les efforts visant à accroître la coopération intergouvernementale au titre des pratiques commerciales restrictives. Le Canada participe également aux travaux d'un groupe d'experts de la CNUCED qui rédige un ensemble de principes et de directives destiné à contrôler ces pratiques dans le cadre des échanges internationaux.

#### Politique multilatérale de l'environnement

En participant aux activités environnementales des Nations Unies, à celles de l'Organisation de coopération et de développement économiques et de l'Organisation du Traité de l'Atlantique Nord, le Canada poursuit entre autres les objectifs suivants: parvenir à une meilleure gestion de son environnement en échangeant avec d'autres pays occidentaux des renseignements sur les politiques et les techniques; poursuivre les efforts déployés de part et d'autre pour résoudre les problèmes écologiques internationaux; favoriser l'élaboration d'un droit international de l'environnement et enfin encourager le tiers monde à rechercher un développement qui respecte l'environnement. En 1978, des progrès notables ont été accomplis vers la réalisation de certains de ces objectifs.

Le Canada a considérablement profité des échanges d'information politique et technique au sein du Comité de l'OTAN sur les défis de la société moderne. Par ailleurs, il a fortement appuyé à l'OCDE un nouveau et vaste programme lancé en 1978, qui vise à uniformiser dans les pays membres les tests et les méthodes de contrôle applicables aux substances toxiques.

La Commission économique des Nations Unies pour l'Europe faisant maintenant fonction de point central pour la mise en application des dispositions de l'Acte final d'Helsinki sur l'environnement, des négociations soutenues ont eu lieu en vue d'établir une collaboration Est-Ouest sur des questions telles le transport sur de longues distances des polluants atmosphériques et l'échange de renseignements sur la technologie permettant de réduire ou même d'éliminer les déchets.

Le Canada a continué de jouer un rôle moteur au Programme des Nations Unies pour l'environnement en vue d'améliorer l'efficacité et le rôle de catalyseur de cet organisme au sein du système onusien. L'Assemblée générale a été saisie au cours de l'année de lignes direc-

représente 7 p. cent de sa consommation globale. Le 16 décembre, les pays de l'OPEP ont approuvé une augmentation de 5 p. cent du prix du pétrole pour le premier trimestre de 1979, suivie de nouvelles augmentations tous les trois mois jusqu'à concurrence de 14,5 p. cent pour l'année. De toute évidence, au cours de l'année à venir, les gouvernements de toutes les régions devront, à un haut niveau, consacrer une attention constante à l'exploitation et à la gestion efficaces des ressources énergétiques.

### Politique de coopération industrielle

Un nouveau facteur est apparu sur la scène du commerce international ces dernières années. En effet, s'éloignant des transactions isolées qui mettent en présence l'acheteur et le vendeur ou l'utilisateur et le fournisseur, les sociétés ont de plus en plus tendance à mettre leurs moyens en commun dans des entreprises industrielles conjointes qui embrassent habituellement un éventail d'activités complémentaires, sinon en passant par la recherche et le développement, le financement, la production et la mise en marché.

Le Canada s'efforce des plus en plus de stimuler la coopération industrielle entre les sociétés canadiennes et celles de ses partenaires commerciaux dans le but de réaliser un certain nombre de ses objectifs, qui consistent notamment à valoriser les exportations, à mettre à la disposition des sociétés canadiennes les techniques les plus modernes, à rationaliser la fabrication des produits canadiens grâce à l'expansion des marchés et à aider les sociétés canadiennes à court de ressources à s'implanter sur les marchés internationaux.

De concert avec d'autres organismes gouvernementaux concernés, le Ministère a encouragé l'industrie canadienne à explorer cet aspect toujours plus important du commerce international. C'est pourquoi les accords de coopération commerciale et économique que le Canada négocie avec certains de ses partenaires commerciaux renferment des clauses visant expressément la coopération industrielle.

### Politique relative à la propriété intellectuelle, à l'investissement et à la concurrence

Tout au long de 1978 s'est poursuivie la préparation internationale de la révision de la Convention de Paris pour la protection de la propriété industrielle (Brevets). Au cours des discussions à ce sujet, qui aboutiront à une conférence diplomatique en février 1980, une attention spéciale a été accordée aux intérêts des pays en développement.

Le Canada est membre de la Commission des sociétés transnationales de l'ONU et a présidé la quatrième session de la Commission à Vienne en mai. Les travaux en vue d'élaborer un code de conduite à

une moindre dépendance vis-à-vis du pétrole importé. L'Agence internationale de l'énergie est devenue le haut lieu des efforts intergouvernementaux en ce sens. En avril 1978, les pays membres de l'AIE, dont le Canada, ont convenu de publier les résultats de la revue annuelle de leurs politiques énergétiques et des mesures qu'ils ont prises pour atteindre l'objectif fixé par les ministres l'automne précédent, soit limiter les importations de pétrole. Ces pays ont également entamé en 1978 les travaux préliminaires de rédaction d'un document de politiques visant à promouvoir l'expansion du commerce mondial du charbon thermique, document qui devrait être adopté par les ministres l'année prochaine. Le Canada a accru sa participation aux accords de coopération de l'AIE sur les projets de recherche et de développement dans le domaine énergétique et a continué à collaborer à ses activités sur la conservation de l'énergie, le partage des ressources pétrolières et la surveillance du marché mondial des hydrocarbures.

Au "Sommet" économique tenu à Bonn en juillet, les sept dirigeants ont convenu de mesures propres à réduire leur dépendance vis-à-vis du pétrole importé. Ces décisions traduisaient en grande partie les grands principes énergétiques adoptés à la réunion ministérielle de l'AIE en 1977. À Bonn, le Canada a préconisé que l'on s'entende sur une initiative à deux volets concernant les besoins énergétiques des pays en développement. Les dirigeants ont convenu d'intensifier leurs programmes nationaux d'aide au développement dans le secteur de l'énergie et d'unir leurs efforts pour doter les pays en développement de techniques d'exploitation d'énergie renouvelable. Le Conseil de l'OCDÉ a mis sur pied un groupe de travail qui, sous la présidence du Canada, sera chargé d'étudier dans les plus brefs délais les moyens de concrétiser une telle coordination. Les participants au "Sommet" ont également demandé à la Banque mondiale d'envisager de nouvelles modalités de financement pour la recherche d'hydrocarbures dans les pays en développement, à la suite de quoi la Banque a rédigé un rapport proposant la mise sur pied d'un programme d'accélération de la production du pétrole dans ces pays grâce à un soutien financier plus important.

Aucune institution internationale chargée de coordonner la coopération énergétique entre pays industrialisés, pays producteurs et pays importateurs de pétrole n'a vu le jour en 1978. Cependant, comme tous les pays du monde sont de plus en plus conscients de l'importance croissante des questions énergétiques, l'Assemblée générale des Nations Unies a pris la décision de convoquer en 1981 une Conférence sur les sources d'énergie nouvelles et renouvelables.

L'optimisme engendré par la situation à court terme sur le marché mondial du pétrole s'est évanoui vers la fin de l'année quand, à la suite de bouleversements politiques internes, les exportations de pétrole iranien, qui se chiffraient à cinq millions de barils par jour, ont commencé à diminuer en octobre, pour s'arrêter à la fin de décembre. Le Canada importait d'Iran environ 20 p. cent de son pétrole, ce qui



troisième session de négociation, tenue en novembre 1978, un vaste consensus général s'est fait jour parmi les participants quant aux objectifs de base du Fonds et les divergences de vue relatives à son financement se sont quelque peu atténuées. Bien qu'un grand nombre de questions importantes demeurent en souffrance, il y a tout lieu d'espérer qu'elles pourront être réglées en 1979. Le Canada est favorable à la création d'un Fonds commun et il continuera à travailler activement, de concert avec les autres participants, pour en faire un instrument international viable et efficace.

Il convient de noter, en conclusion, que les intérêts du Canada en matière de produits de base sont étroitement liés aux activités internationales se déroulant en 1978 dans un grand nombre d'autres instances, notamment la présente session des Négociations commerciales multilatérales et les négociations internationales sur le droit de la mer (toutes deux traitées ailleurs).

## Energie

En raison de l'abondance des stocks de pétrole sur le marché international et de la non-augmentation des prix par l'OPEP, la situation énergétique mondiale a affiché un calme trompeur pendant la majeure partie de 1978. Dans une atmosphère aussi sereine, ce fut un défi pour les nations industrialisées que de poursuivre l'élaboration de politiques énergétiques communes fondées sur les projections des réserves pétrolières mondiales pour les années 80. Au sein de l'Agence internationale de l'énergie et au "Sommet" de Bonn, elles se sont finalement entendues sur certaines mesures destinées à réduire leur dépendance vis-à-vis du pétrole importé. A Bonn et à l'ONU, on a également mis sur pied des programmes d'aide à l'exploitation de ressources énergétiques dans les pays sous-développés. A la fin de l'année, la tournée inaugurée des événements concernant les approvisionnements en pétrole et la hausse du prix de ce produit a démontré la nécessité d'améliorer la coopération internationale dans le domaine de l'énergie.

Avec la disponibilité de nouvelles sources de pétrole provenant de la mer du Nord, de l'Alaska et du Mexique et une réduction de la demande dans les pays industrialisés - deux faits nouveaux qui ont reflété le choc ressenti de 1973 à 1978, alors que le prix du pétrole a quadruplé - le marché international a semblé enregistrer en 1978 un surplus de pétrole. Conscients de cet excédent temporaire, les pays membres de l'OPEP ont laissé le prix de leur "brut de référence" au niveau fixé en juillet 1977 (soit \$12,70 le baril) pendant toute l'année 1978.

Néanmoins, les gouvernements de la plupart des pays industrialisés ont convenu de la nécessité de concerner leurs politiques énergétiques nationales afin de faire face à une pénurie plus grave qu, selon eux, devrait survenir bien avant la fin du siècle. A cet égard, une de leurs tâches principales serait de faciliter la transition vers

concernant le commerce international des textiles (ITA), qui a été prorogé pour une autre période de quatre ans à la fin de 1977. Le Canada a accepté le Protocole de prorogation en octobre 1978. Les accords bilatéraux sont entrés en vigueur le 1er janvier 1979 et, à l'exception de celui intervenu avec la RPC, ils le demeureront durant trois ans. A la même époque, les contingents sur les vêtements introduits en novembre 1976 ont pris fin le 31 décembre 1978. Aux termes des nouveaux accords, qui sont appuyés par un mécanisme de surveillance des importations, le gouvernement devra maintenir les importations à un niveau qui ne risque pas de bouleverser sérieusement l'industrie du textile. Les contingents globaux ont obtenu l'effet escompté en permettant à l'industrie de se remettre du dur coup que lui avaient porté les importations massives de 1975 et 1976.

#### Produits de base

En 1978, le Programme intégré pour les produits de base de la CNUCED a continué à susciter une activité internationale intense. Grand exportateur et importateur de produits de base, le Canada porte un intérêt vital aux discussions internationales sur la question. Il a été représenté à une vingtaine de réunions de la CNUCED sur les produits de base allant du thé au minerai de fer. Les travaux préparatoires de la CNUCED sur d'éventuels arrangements internationaux en matière de cuivre revêtent une importance particulière pour le Canada; trois réunions sur le cuivre ont eu lieu en 1978 et d'autres sont prévues pour 1979.

Le Canada a participé activement à la Conférence des Nations Unies sur le caoutchouc naturel tenue en novembre 1978, également sous les auspices du Programme intégré pour les produits de base. Cette Conférence où devait se négocier un accord international visant à stabiliser les prix du caoutchouc n'a pas débouché sur un consensus. Toutefois, certains progrès ont été réalisés et les travaux reprendront en 1979. En 1978, le Canada a également collaboré aux travaux préparatoires à la négociation d'un Accord international sur le cacao, prévu pour le début de 1979. Les représentants du Canada ont continué de prendre part aux travaux permanents des conseils internationaux sur l'étain, le café, le cacao et le sucre et des groupes internationaux d'étude du plomb, du zinc et du caoutchouc.

En 1978, les discussions et négociations internationales portant sur un nouvel accord international sur le blé et sur la convention sur l'aide alimentaire devant l'accompagner ont présenté un intérêt particulier pour le Canada. Ce nouvel accord, qui viendrait remplacer celui de 1971, est dépourvu de dispositions économiques et aurait pour but d'accroître la sécurité alimentaire mondiale et la stabilité des prix du blé.

En 1978, on a marqué des progrès considérables dans le cadre des longues négociations internationales en vue de la création d'un Fonds commun de stabilisation des prix des produits de base. A la

GATT, de règlements plus détaillés en matière de commerce international; conjugués avec les concessions tarifaires négociées, ces règlements créeraient pour les années 80 et 90 un environnement commercial plus juste et plus libéral. L'un des objectifs premiers de la politique commerciale du Canada demeure le façonnement de l'environnement commercial au lendemain des NCM de sorte qu'il se prête à la croissance et à l'expansion de l'économie canadienne. Comme le Canada est un pays dont le bien-être économique dépend dans une large mesure du commerce international, il est vital pour lui de s'assurer que les mécanismes internationaux suffisent à prévenir un retour généralisé à des politiques protectionnistes qui ne peuvent que nuire, à long terme, au bien-être de tous les pays du monde.

Au cours de l'année, des négociations sur une vaste gamme de produits de base agricoles et de produits de la pêche ont eu pour but de stabiliser et de protéger les revenus des producteurs ainsi que d'améliorer les débouchés sur les marchés d'exportation. A court terme, les restrictions à l'importation ont été maintenues afin d'éviter que les fluctuations du marché international ne viennent bouleverser les marchés nationaux de produits comme le boeuf, le fromage, les oeufs et la dinde. On a poursuivi des négociations multilatérales et bilatérales à long terme dans le triple but de libéraliser les échanges internationaux, d'élargir les marchés accessibles aux produits agricoles et aux produits de la pêche du Canada et de renouveler le cadre international de consultation et de coopération pour le commerce de ces produits. Dans le contexte des NCM, d'importants pourparlers sur les tarifs relatifs aux produits agricoles et aux produits de la pêche ont progressé et des négociations tarifaires bilatérales se sont engagées en vue de donner suite aux recommandations de la Commission du tarif de modifier le tarif appliqué aux fruits et aux légumes.

A la suite de la décision prise à la fin de 1977 d'imposer un contingentement global sur les importations de chausssures aux termes de l'article XIX du GATT, le Canada a poursuivi ses consultations avec ses principaux fournisseurs, les Etats-Unis, la Communauté européenne et le Brésil.

En octobre 1978, le Canada a entrepris sa première enquête sur les droits compensateurs en vertu des nouveaux règlements adoptés à cet égard en 1977. L'enquête a pour but de déterminer si les importations au Canada de ficelle botteuse ont bénéficié de subventions du gouvernement canadien dans les limites permises par le Tarif des douanes.

Au cours de 1978, le Canada a négocié des accords bilatéraux sur les textiles avec sept grands fournisseurs de textiles et de vêtements bon marché: la République de Corée, la République populaire de Chine, Hong Kong, Taïwan, les Philippines, la Pologne et la Roumanie. Les accords portent sur une vaste gamme de textiles et de vêtements englobent environ 80 p. cent des importations canadiennes de produits du textile bon marché. Ils ont été négociés en vertu de l'Arrangement



A la fin de décembre, le Canada a participé, en compagnie de six autres pays (l'Allemagne, l'Australie, la Jamaïque, le Nigeria, la Norvège et le Venezuela) à une réunion de chefs d'Etat ou de gouvernement tenue en Jamaïque dans le but d'étudier les grands problèmes Nord-Sud confrontant la communauté mondiale. Les participants ont discuté de commerce et de ressources, mais ils se sont principalement penchés sur l'atmosphère du "dialogue Nord-Sud" et sur l'opportunité d'accorder, dans les négociations internationales entre pays développés et en développement, une attention prioritaire aux questions susceptibles de progresser à l'avantage mutuel des parties en cause. Le Canada a approuvé l'organisation de rencontres réunissant les dirigeants des pays développés et en développement pour discuter de questions régionales ou spécialisées.

Le Canada a aussi continué à participer à des consultations régulières et spéciales - au sein de la CNUCED, de l'OCDE, de l'OTAN, du Fonds monétaire international (FMI), de la Banque internationale pour la reconstruction et le développement (BIRD), de l'Association internationale de développement (IDA) et d'institutions de développement régional. La position du Canada se fonde essentiellement sur la reconnaissance du fait que, dans une économie mondiale de plus en plus interdépendante, seuls des efforts soutenus pour s'assurer que les mesures adoptées au niveau international sont légitimes, réalistes et appropriées engendreront des progrès satisfaisants vers la solution des problèmes économiques communs. Les effets des actions nationales et internationales se propagent rapidement par l'entremise du système économique mondial et il importe par conséquent que tous les gouvernements demeurent conscients des implications de leur politique nationale sur les autres pays. En 1978, le Canada a poursuivi ses efforts pour répandre cette vision.

### Politique commerciale

En 1978, par le biais de sa politique commerciale, le Canada a tenté d'harmoniser l'objectif à long terme que constitue la création d'un système d'échanges internationaux plus ouvert avec l'objectif national à moyen et court terme qu'est l'accroissement de l'efficacité économique avec un minimum de bouleversement dans la situation de l'emploi.

Au cours de l'année, les NCM ont enregistré des progrès considérables. Avant de se rencontrer au "Sommet" de Bonn en juillet, les principaux participants aux Négociations se sont mis d'accord sur un "cadre d'entente" qui a permis de résoudre un grand nombre de problèmes complexes de négociations et de procédures. Grâce à l'impulsion donnée à Bonn, à la fin de l'année on avait déjà fait avancer de façon significative l'ébauche d'ententes sur un certain nombre de questions non tarifaires et amorcé la dernière phase intensive des négociations. Compte tenu des progrès réalisés à la fin de décembre, il y avait de bonnes chances que les NCM débouchent sur l'élaboration, au sein du

d'inflation élevé et la faiblesse accrue du dollar canadien sur les marchés des changes étrangers. Lors de consultations avec d'autres pays industrialisés, le Canada a fait ressortir la relation étroite qui s'établit entre ses problèmes économiques nationaux et internationaux.

En juin, lors de sa réunion ministérielle, l'OCDE a adopté un "programme d'action concertée" destiné à stimuler une croissance économique durable et non inflationniste dans les pays industrialisés. On doit cette initiative à une meilleure compréhension du caractère interdépendant de l'expansion économique et à la conviction grandissante qu'une action distincte mais coordonnée serait à l'avantage de tous les pays industrialisés et de l'ensemble de la communauté internationale. Les ministres ont également décidé d'aller de l'avant avec des études sur l'incidence de l'augmentation des importations de produits manufacturés en provenance des pays en développement et la nécessité correspondante de procéder à des ajustements structurels et de résister aux pressions protectionnistes afin d'assurer le bon fonctionnement du système d'échanges internationaux.

En juillet, le Premier ministre a participé au "Sommet" économique de Bonn en compagnie des chefs d'Etat ou de gouvernement d'Allemagne, de France, de Grande-Bretagne, d'Italie et du Japon, ainsi que du président de la Communauté européenne. Les dirigeants ont convenu d'un train de mesures économiques visant à stimuler l'emploi et la croissance nationale sans engendrer d'inflation, à réduire les déséquilibres de la balance commerciale et les mouvements déstabilisants des taux de change. Ils se sont engagés à réduire leur dépendance à l'égard du pétrole importé en limitant l'augmentation de la consommation nationale et ils ont réclamé davantage d'investissements privés et publics pour encourager la production et l'utilisation efficaces de ressources énergétiques nouvelles et traditionnelles. Ils ont en outre souligné l'importance que revêt pour l'avenir du système d'échanges internationaux le succès des négociations commerciales multilatérales du "Tokyo Round". Enfin, ils ont salué les travaux de l'OCDE sur la multiplication des liens économiques entre pays développés et en développement et sur la nécessité d'apporter des changements structurels dans le secteur de la production économique.

Les participants à la trente-troisième Session de l'Assemblée générale des Nations Unies ont étudié les grandes questions économiques à l'ordre du jour du dialogue Nord-Sud. Les efforts du Canada pour créer des liens fondés sur l'intérêt mutuel entre les pays développés et en développement ont contribué à l'adoption, par consensus, d'une résolution sur le développement et la coopération internationale. Au sein de la Deuxième commission de l'Assemblée générale, le Canada a également réussi à faire préciser le mandat du Comité plénier, le Comité de "survol", créé lors de la dernière Assemblée générale, ainsi qu'à obtenir que l'on s'entende sur une résolution établissant un comité préparatoire en vue de la nouvelle Stratégie du développement international, qui sera sans doute promulguée à la suite de la session extraordinaire de l'ONU consacrée au développement qui se tiendra en 1980.

Relations en matière de commerce et de produits de base

Les gouvernements des pays industrialisés, dont le Canada, ont continué d'affronter les multiples problèmes découlant de la conjoncture économique internationale du milieu et de la fin des années 70, notamment l'inflation, la lenteur de la croissance, la hausse intermittente du prix de l'énergie, les fluctuations prononcées des taux de change, l'obligation de procéder à des ajustements structurels afin de faire face à la concurrence internationale sans devoir payer des coûts socio-économiques inacceptables sur le plan national ou tomber dans le protectionnisme, et enfin, la nécessité de trouver une base plus solide et plus équitable pour les relations économiques entre le Nord et le Sud.

Conscients de l'urgence de ces problèmes, les dirigeants mondiaux ont consacré davantage de temps et d'efforts à la recherche de solutions. Le Canada a joué un rôle actif au "Sommet" économique de Bonn en juillet et au "Sommet" de Runaway Bay (Jamaïque) en décembre. On a noté en 1978 une recrudescence des activités de l'Organisation de coopération et de développement économiques (OCDE), de l'Agence internationale de l'énergie (AIE), de l'Accord général sur les tarifs douaniers et le commerce (GATT) en ce qui concerne les Négociations commerciales multilatérales (NCM) et de la Conférence des Nations Unies sur le commerce et le développement (CNUCED) (particulièrement en ce qui concerne le Fonds commun de stabilisation des prix des produits de base). Les résultats obtenus permettent de croire que l'année 1979 verra la conclusion d'un accord sur les grands problèmes du commerce international.

La question de l'énergie est demeurée au centre des préoccupations des gouvernements. A l'instigation du Canada, les participants au "Sommet" de Bonn ont demandé à la Banque mondiale et à l'OCDE de multiplier leurs efforts afin d'accroître les ressources énergétiques renouvelables et les hydrocarbures mis à la disposition des pays en développement importateurs de pétrole. L'apparence d'un surplus de pétrole sur les marchés mondiaux s'est rapidement dissipée à la fin de l'année quand les bouleversements survenus en Iran se sont répercutés sur les exportations de pétrole de ce pays, ce qui a amené le Canada et les autres membres de l'AIE à reporter leur attention sur les moyens de réduire la demande sur les marchés pétroliers internationaux. Dans le domaine de l'énergie nucléaire, le Canada a conclu avec la Communauté européenne et le Japon des ententes comportant des garanties plus rigoureuses et a repris ses livraisons d'uranium vers ces deux grandes puissances nucléaires. Le Canada a aussi joué un rôle de premier plan dans les importants travaux du Programme international d'évaluation du cycle du combustible nucléaire (INFCE).

Grandes lignes de la politique économique

En 1978, le Canada est demeuré aux prises avec de sérieux problèmes économiques, notamment la persistance d'un taux de chômage et



#### Pourparlers sur la limitation des armes stratégiques (SALT)

Depuis près de dix ans, les États-Unis et l'Union soviétique sont engagés dans des négociations devant aboutir à la conclusion d'un accord en vue de mettre fin à la course aux armements stratégiques et entamer le processus de réduction des arsenaux nucléaires. En 1972, les deux superpuissances ont signé leur premier accord sur la limitation des armes nucléaires stratégiques (SALT I), et en 1974, à Vladivostok, elles sont parvenues à une entente sur les grandes lignes d'un accord plus vaste et plus définitif (SALT II). Les États-Unis ont présenté de nouvelles propositions en 1977 et en 1978; à la fin de l'année, les parties étaient presque parvenues à un accord et on avait bon espoir que le traité SALT II soit signé au début de 1979.

La recherche d'un accord sur la limitation des armes nucléaires stratégiques est considérée depuis longtemps comme l'objectif le plus urgent dans le cadre de la maîtrise des armements. Il est essentiel à l'amélioration des relations entre l'Est et l'Ouest et à la paix et la sécurité mondiales que les deux superpuissances s'entendent pour limiter le stockage et le perfectionnement des armes nucléaires stratégiques afin de préserver et de stabiliser davantage l'équilibre entre les parties et, ainsi, réduire les risques de guerre.

En 1978, à l'OTAN comme à l'occasion d'entretiens bilatéraux, le Canada a continué à appuyer vigoureusement la recherche d'une entente dans les meilleurs délais sur des mesures propres à stopper la course aux armements nucléaires et, subséquemment, à faire marche arrière.

#### Réductions mutuelles et équilibrées des forces (MBFR)

Après les SALT, la seconde grande série de négociations entre l'Est et l'Ouest sur la maîtrise des armements a lieu dans le cadre de la Conférence sur les réductions mutuelles de forces et d'armements et sur les mesures connexes en Europe centrale, plus connue sous le sigle MBFR. Entamées à Vienne en 1973, ces négociations mettent en présence les pays de l'OTAN et du Pacte de Varsovie et visent à réduire l'importance des forces armées massées dans cette partie du monde. Comme on s'y attendait, les difficultés ont été nombreuses et les travaux ont progressé avec lenteur. L'un des principaux obstacles a résidé dans l'incapacité de s'entendre sur l'importance des forces armées dont disposent l'Est et l'Ouest dans la région où l'on se propose d'effectuer des réductions et, par conséquent, dans l'incapacité de convenir de l'ampleur des réductions que chaque côté devrait consentir pour arriver à un certain équilibre. Aucune entente n'était encore en vue à la fin de 1978.

Le Canada est toujours persuadé de l'importance d'une telle entente. C'est pourquoi, au sein de l'OTAN, il a toujours appuyé fermement les objectifs des MBFR et participé activement à la formulation des politiques et à la conduite des négociations dans ce domaine.

## Coopération bilatérale en matière de défense

Le Canada a conclu des ententes bilatérales de défense avec un certain nombre de ses partenaires de l'OTAN. Celles qui concernent la défense de l'Amérique du Nord exigent une consultation et une coopération des plus étroites avec les États-Unis d'Amérique, en conformité avec l'objectif du Canada qui est de garantir sa propre souveraineté.

Les travaux de la Commission mixte permanente de défense, principal organe consultatif en matière de défense continentale, sont dirigés par deux coprésidents qui font directement rapport à leurs chefs de gouvernement respectifs. En 1978, la Commission a étudié diverses questions comme l'amélioration des systèmes de défense aérienne de l'Amérique du Nord, la planification d'urgence pour le redéploiement des appareils militaires américains sur les bases canadiennes en temps de crise et le maintien des programmes bilatéraux de partage de la recherche et de la production de défense.

L'accord prévoyant la création du Commandement de la défense aérienne de l'Amérique du Nord, le mieux connu de nos accords bilatéraux de défense, doit être revu périodiquement pour assurer son adaptation à une situation en évolution. La recherche du meilleur moyen d'assurer la défense aérienne du continent nord-américain pendant les 20 prochaines années fait actuellement l'objet d'une étude canado-américaine; cette étude, qui a reçu le feu vert en 1978, devrait être terminée avec le deuxième semestre de 1979.

Même si la préparation préalable au combat est évidemment l'une des grandes priorités de nos relations de défense avec les États-Unis, les opérations militaires et civiles de recherche et de sauvetage en temps de paix, la production de rapports météorologiques, la planification civile d'urgence et la recherche dans le Grand Nord sont autant d'activités envers lesquelles le Canada s'est engagé. Des situations d'urgence civile, comme la chute du satellite nucléaire soviétique Cosmos 954 dans les Territoires du Nord-Ouest en janvier 1978, ont nécessité une opération essentiellement civile à laquelle les Forces canadiennes ont fourni des services de soutien.

## Aide à la formation militaire

Administré par un comité interministériel dont la présidence a été confiée au ministère des Affaires extérieures, le programme d'aide à la formation militaire permet à des membres des forces armées de certains pays non membres de l'OTAN d'effectuer, sur demande et lorsque des postes sont disponibles, des stages d'instruction militaire pour officiers ou officiers d'état-major subalternes, ou pour l'exercice d'un métier au sein des forces armées.

En 1978, 85 stagiaires de pays asiatiques, africains et antillais ont été formés au Canada, et environ 50 pour cent d'entre eux ont suivi les cours d'officiers.

La politique extérieure canadienne demeure grandement influencée par l'appartenance du Canada à l'OTAN. Partisan de la défense collective, le Canada reste convaincu de l'importance du rôle politique que joue l'OTAN en cherchant, par la négociation, la conciliation et le règlement des différends, à réduire et à éliminer progressivement les facteurs de conflits entre l'Est et l'Ouest. Ainsi, en plus de participer à l'effort de sécurité collective de l'Alliance, le Canada a de plus en plus mis l'accent sur des consultations relatives aux questions Est-Ouest comme la Conférence sur la sécurité et la coopération en Europe (CSCE), les pourparlers américano-soviétiques sur la limitation des armes stratégiques (SALT) et les entretiens de Vienne sur les réductions mutuelles et équilibrées des forces (MBFR).

En dépit des contraintes budgétaires, le Canada a consacré des sommes importantes à l'acquisition d'un équipement ultra moderne pour ses Forces armées. En 1978, le Canada signalait également des accords pour l'acquisition et la mise en service d'un système aéroporté de pré-alerte.

Seul le F18A de McDonnell-Douglas et le F16 de General Dynamics ont été retenus pour évaluation finale en vue de la livraison d'un nouveau chasseur; les négociations se sont également poursuivies en vue de l'acquisition de six nouvelles frégates de patrouille pour les Forces canadiennes. Le premier char de combat Leopard I a été livré en 1978.

En sa qualité de membre de l'OTAN, le Canada a pu continuer de développer ses relations politiques, économiques, scientifiques et techniques avec l'Europe. L'Alliance, au sein de laquelle le Canada et les États-Unis non seulement peuvent mais doivent s'intéresser de près aux affaires européennes, illustre bien l'interdépendance qui existe entre l'Europe et l'Amérique du Nord. Elle permet en outre au Canada de consulter périodiquement 14 autres pays (dont huit des neuf membres de la Communauté européenne) sur divers sujets politiques et militaires.

Les chefs d'État et de gouvernement du Conseil de l'Atlantique Nord se sont réunis à Washington les 30 et 31 mai 1978. L'étude des tendances à long terme des relations Est-Ouest, dont on avait convenu l'an dernier à Londres, a confirmé la validité des objectifs de l'Alliance qui sont de maintenir la sécurité et de rechercher la détente. Les dirigeants des pays membres de l'OTAN ont accepté les objectifs du programme de défense à long terme proposé par leurs ministres de la défense et ont noté avec satisfaction certaines améliorations apportées par l'OTAN à la planification préalable de défense grâce à des programmes de modernisation et à une planification intégrée des activités de défense.



certaines allusions litigieuses à la situation au Moyen-Orient, notamment aux prétendus liens "sionisme-racisme". (Voir également Afrique).

## Moyen-Orient

Malgré la signature des accords de Camp David entre Israël et l'Egypte, l'Assemblée générale a adopté treize résolutions sur le Moyen-Orient qui sont presque un calque de celles des années précédentes. La plupart du temps, les débats étaient virulents et n'étaient propices à une action positive. Le Canada a voté en faveur de quatre résolutions, s'est opposé à six d'entre elles et s'est abstenu sur trois autres.

Le Canada a constamment appuyé les résolutions 242 et 338 du Conseil de sécurité, adoptées en 1967 et 1973 respectivement, les considérant comme le point de départ de négociations pouvant aboutir à un règlement pacifique des conflits en question. Le Canada a fort bien accueilli l'initiative du président Carter qui a réuni à Camp David les chefs de gouvernement d'Israël et de l'Egypte, et a appuyé les accords qui y ont été conclus.

Le Conseil de sécurité a créé la Force intermédiaire des Nations Unies au Liban à la suite de l'incursion israélienne au Liban en mars. Le Canada a détaché une unité de communicateurs auprès de cette Force. Le Conseil de sécurité a également prolongé le mandat de deux autres forces de maintien de la paix au Moyen-Orient. (Voir également Moyen-Orient.)

## Chypre

La présence de soldats canadiens au sein de la Force des Nations Unies à Chypre (UNFICYP) reste la principale contribution du Canada à la cause de la paix à Chypre. Lors du débat à ce sujet à l'Assemblée générale, le Canada a réclamé des parties en présence qu'elles lui donnent de nouvelles assurances qu'elles désirent sincèrement la paix et s'efforcent résolument d'y parvenir, et a demandé instamment que reprennent dans les meilleurs délais les négociations entre les deux communautés, grâce aux bons offices du Secrétaire général.

En avril 1978, la communauté cypriste turque a présenté au Secrétaire général des propositions constitutionnelles et territoriales qui ont été rejetées par les Cypristes grecs. En novembre, des propositions visant à faciliter la reprise des négociations entre les communautés ont été présentées aux partis en présence et au Secrétaire général. Le Canada a appuyé la résolution de l'Assemblée générale sur Chypre parce qu'elle insiste sur la nécessité de reprendre les négociations.

secrétaire d'Etat aux Affaires extérieures et ses homologues ont fréquemment participé personnellement à ces efforts, qui ont abouti à un projet de règlement dont le Conseil de sécurité a été saisi le 10 avril. Après l'acceptation de la proposition par l'Afrique du Sud et par l'Organisation du peuple du Sud-Ouest africain (SWAPO), le Conseil a adopté une série de résolutions demandant au Secrétaire général de préparer un rapport concernant l'application de la proposition occidentale, et a autorisé la création du Groupe d'assistance des Nations Unies pour la période de transition (GANUPT).

A la fin de l'année, diverses questions restaient à régler, dont la composition du GANUPT, la date des élections sous supervision de l'ONU et la proclamation d'un cessez-le-feu.

La neuvième Session extraordinaire de l'Assemblée générale, consacrée à la Namibie et tenue du 24 avril au 3 mai, a adopté une résolution réaffirmant la responsabilité de l'ONU à l'égard du territoire, appuyant les objectifs et la lutte armée de la SWAPO et réclamant le retrait total et inconditionnel de l'Afrique du Sud. Au nombre des 21 membres qui se sont abstenus, les cinq membres occidentaux ont allégué qu'ils ne souhaitaient pas adopter formellement une position à l'égard de la résolution au moment où leur initiative en vue d'un règlement négocié était dans une phase critique. C'est pour cette même raison qu'ils se sont abstenus, de concert avec un certain nombre d'autres Etats, sur trois résolutions concernant la Namibie présentées au cours de la 33e Session ordinaire.

L'Assemblée générale adopte habituellement deux résolutions sur la Rhodésie. La résolution A, de portée générale, avait été adoptée à l'unanimité en 1975, 1976 et 1977, mais cette année, le Canada et neuf autres Etats se sont abstenus. Treize pays, dont le Canada, se sont abstenus sur la résolution B, qui réclamait l'élargissement des sanctions de caractère exécutoire contre la Rhodésie pour y inclure des mesures dont l'application incomberait au Conseil de sécurité, notamment un embargo pétrolier contre l'Afrique du Sud.

A la suite du "règlement interne" annoncé par le Premier ministre Ian Smith le 3 mars, le Conseil de sécurité s'est réuni pour étudier la situation. Le débat a révélé un large terrain d'entente parmi les diverses délégations, mais il n'a pas permis d'aboutir à un consensus, le groupe des cinq s'abstenant lors du vote sur la résolution. Lors de l'explication de vote, le délégué canadien a déclaré que le règlement interne n'était pas satisfaisant et réaffirmé l'appui du Canada à l'égard des propositions de paix anglo-américaines.

La question de l'apartheid a également dominé les débats de la Conférence mondiale de lutte contre le racisme et la discrimination raciale, tenue à Genève en août. Le Canada, de concert avec plusieurs autres pays occidentaux, s'est retiré de la Conférence lorsqu'il a échoué dans sa tentative de faire supprimer de la déclaration finale

Les autres principales forces de maintien de la paix de l'ONU, dans la constitution desquelles le Canada joue un rôle essentiel, ont vu leur mandat prolongé par le Conseil de sécurité en 1978: celui de la Force d'urgence des Nations Unies (FNUU), à laquelle participe 1,210 canadiens et qui cantonnée dans le Sinaï, est prolongé de neuf mois, jusqu'au 24 juillet 1979; celui de la Force des Nations Unies chargée d'observer le désarmement (FNUOD) est prolongé de six mois, jusqu'au 31 mai 1979; enfin, celui de la Force des Nations Unies à Chypre, à laquelle participe 515 canadiens, est lui aussi prolongé de six mois, jusqu'au 15 juin 1979.

Si l'ONU a mené avec succès les opérations de maintien de la paix sur les lieux mêmes où elle a envoyé des forces à cette fin, elle reste aux prises avec un profond désaccord quant à la politique relative au maintien de la paix. Le Comité spécial des opérations de maintien de la paix (également connu sous le nom de Comité des 33) dont le Canada fait partie, n'a tenu aucune réunion formelle en 1978 et demeure incapable de définir les lignes directrices des futures opérations de maintien de la paix, en raison de divergences entre ses membres quant aux principes devant régir la mise sur pied, le financement et le contrôle de ces opérations. Durant l'année, le Canada a présenté à l'ONU un document global dans lequel il décrit comment devraient, selon lui, être établies et menées les opérations de maintien de la paix et propose un certain nombre d'améliorations pratiques à cet égard. Certaines de ces propositions ont été reprises dans une résolution sur le maintien de la paix qui a été présentée à la 33<sup>e</sup> Session et adoptée sur l'initiative des pays de la Communauté économique européenne. Un appel a été lancé aux États membres pour qu'ils appuient les opérations de maintien de la paix de l'ONU et y contribuent davantage afin de renforcer la capacité d'intervention de l'ONU à cet égard. Pour la première fois, on a invité les pays membres à envisager de donner à leurs forces armées une formation aux opérations de maintien de la paix.

### Afrique australe

Le débat sur les politiques d'apartheid de l'Afrique du Sud s'est poursuivi en 1978, suivant en cela le rituel établi. L'Assemblée générale a adopté quinze résolutions sur le sujet; le Canada a appuyé sept d'entre elles et s'est opposé ou abstenu de voter sur huit autres.

Le Conseil de sécurité n'a pas formellement étudié la question de l'apartheid en 1978, en partie parce que l'attention se portait principalement sur la Namibie, où il semblait possible de progresser vers une solution pacifique.

Les cinq membres occidentaux du Conseil (Canada, République fédérale d'Allemagne, France, Grande-Bretagne et États-Unis) ont intensifié en 1978 leurs efforts visant à en arriver à un règlement négocié en Namibie sur la base de la résolution 385 du Conseil de sécurité; le





être aussi rigoureuses que la politique canadienne et constituer un régime international de non-prolifération idéal, elles représentent un pas significatif de la communauté nucléaire internationale vers l'acceptation de conditions efficaces applicables aux transferts nucléaires.

### Essais nucléaires

En 1978, la Grande-Bretagne, les États-Unis et l'Union soviétique ont poursuivi leurs négociations visant à mettre fin aux essais nucléaires. Bien que les parties n'aient pu conclure un traité à ce sujet, des progrès ont été enregistrés sur les points suivants: la vérification, la portée des interdictions (y compris les explosions nucléaires dites "pacifiques") et la question de savoir si le traité pouvait entrer en vigueur sans la participation de tous les États dotés de l'arme nucléaire. On espère qu'une fois que ces négociations tripartites auront réussi à dégager les éléments clés d'un traité d'interdiction, on pourrait ensuite négocier celui-ci à l'échelle multilatérale à la Conférence de Genève sur le désarmement qui vient d'être reconstituée.

Les échecs répétés des discussions tripartites ont conféré d'importance au débat tenu sur la question à l'Assemblée générale des Nations Unies. Tel que rapporté ailleurs, le Canada a coparrainé une résolution exhortant les États en cause à conclure un traité d'interdiction des essais véritablement exhaustif et vérifiable et à faire aboutir leurs négociations avant le début de la Conférence de Genève sur le désarmement. En outre, une résolution des pays non alignés, également appuyée par le Canada, invitait les États dotés de l'arme nucléaire à suspendre tout essai tant qu'un traité n'aura pas été conclu. Le Canada continue d'attacher une très grande importance à la signature d'un traité exhaustif et conserve l'espoir qu'on aboutira à un document acceptable dans un avenir rapproché.

### Armes chimiques

Au cours de l'année 1978, les États-Unis et l'URSS ont poursuivi leurs discussions bilatérales en vue de déposer à la Conférence sur le désarmement un projet commun de traité sur les armes chimiques. Depuis deux ans, bon nombre des obstacles originaux ont été surmontés, mais il semble qu'il reste des détails à arrêter au chapitre de la vérification. Étant partie au Protocole de Genève de 1925 interdisant l'utilisation des armes chimiques et bactériologiques (biologiques), ainsi qu'à la Convention de 1972 interdisant la production et la possession d'armes bactériologiques, le Canada a pris une part active à toutes les discussions multilatérales visant à restreindre l'usage de telles armes.

Le Canada compte parmi les nations qui ont intensifié leurs efforts afin d'augmenter leur capacité de résoudre les problèmes que pourrait éventuellement poser la surveillance qu'exigerait une inter-

Europe à la fin de janvier, on s'est entendu sur de nouvelles garanties bilatérales qui satisfont entièrement aux exigences de la politique de non-prolifération du Canada. Ces deux accords importants ont permis au Canada de reprendre ses livraisons d'uranium vers la Communauté européenne et le Japon, qui avaient été interrompues en 1977. Leur conclusion signifie également que le Canada a réussi à faire accepter sa politique de garanties par ses principaux clients dans le domaine nucléaire. Les négociations en vue d'un nouvel accord avec la Suisse se sont poursuivies et, à la fin de 1978, elles étaient sur le point d'aboutir.

En 1978, le Canada a continué d'appuyer les efforts de l'Agence internationale de l'énergie atomique (AIEA) visant à promouvoir l'utilisation pacifique de l'énergie nucléaire tout en veillant, dans la plus grande mesure possible, à ne pas entraîner une prolifération de la capacité de production d'armes nucléaires. Les travaux menés en collaboration avec l'Agence dans le but de doter les réacteurs CANDU de meilleurs dispositifs de protection sont allés de l'avant. Les spécialistes canadiens du domaine des garanties et d'autres secteurs des activités de l'Agence ont continué de participer très activement à son programme de travail. Le Canada a également appuyé les efforts de l'Agence dans le domaine de l'assistance technique en contribuant tant à son Fonds volontaire qu'à des projets spéciaux.

Au niveau multilatéral, le Canada a continué de prendre part à des discussions visant à instaurer un régime international de non-prolifération plus efficace. A cet égard, l'initiative la plus importante en 1978 fut l'évaluation internationale du cycle du combustible nucléaire (INFCE). Proposée au "Sommet" de Downing Street en mai 1977, cette évaluation de deux ans a été entreprise à une conférence organisée à Washington en octobre de la même année. En 1978, les huit groupes de travail de l'INFCE se sont attachés à rassembler et à analyser les données concernant certains aspects particuliers du cycle du combustible nucléaire. La première conférence plénière tenue à Vienne du 27 au 29 novembre marquait à la fois la fin de cette étape et le début de l'évaluation de l'INFCE, qui doit être complétée en 1979. En sa qualité de coprésident du groupe de travail I (disponibilité du combustible et de l'eau lourde) et de participant à six des sept autres groupes de travail, le Canada a joué un rôle de premier plan à cet égard. La dernière conférence plénière aura lieu en février 1980, soit deux mois avant la Deuxième Conférence chargée de réviser le Traité sur la non-prolifération des armes nucléaires, et l'on s'attend à ce que les résultats de l'INFCE influent énormément sur celle-ci.

La publication, en janvier 1978, des "Lignes directrices" relatives à l'exportation de technologie, d'équipement ou de matériaux nucléaires, arrêtées par le Groupe des Fournisseurs nucléaires, constitue un autre jalon important des efforts multilatéraux en vue de promouvoir la non-prolifération. En tant que membre du GFN, le Canada a joué un rôle actif dans l'élaboration de ces lignes directrices. Sans



raient bientôt à un accord pour que l'on procède d'urgence à une interdiction globale des essais nucléaires. Le représentant canadien a signalé l'intérêt renouvelé à l'idée de la cessation de la production des matières fissibles à des fins d'armements. Cette idée fut dévoloppée davantage dans une résolution proposée par le Canada et adoptée par une très forte majorité à l'Assemblée générale.

En juillet, le secrétaire d'Etat aux Affaires extérieures a annoncé la création du Bureau du Conseiller pour le désarmement et le contrôle des armements. Le Conseiller représente le Canada aux réunions des Nations Unies et d'autres grands organismes sur le désarmement, dont la première commission de l'Assemblée générale des Nations Unies, et sert de liaison, par l'entremise d'un groupe de consultation, à tous les particuliers et à toutes les institutions, tant au gouvernement qu'à l'extérieur, qui s'intéressent aux questions de désarmement et de maîtrise des armements.

Outre son principal mandat, qui est d'aider à formuler la politique du Canada en matière de désarmement et de maîtrise des armements, le Bureau du Conseiller appuie les efforts visant à informer le public et assure que des travaux de recherche et des projets spéciaux soient entrepris dans ce domaine. Le Bureau s'intéresse particulièrement aux politiques de non-prolifération en prévision de la Conférence chargée de réviser le Traité sur la non-prolifération des armements nucléaires, qui doit avoir lieu en 1980.

### Non-prolifération

A la trente-troisième session de l'Assemblée générale de l'ONU, en plus des initiatives rapportées ailleurs, le représentant du Canada a coparrainé une résolution appelant la tenue, en 1980, d'une deuxième conférence en vue de réviser le Traité sur la non-prolifération. L'accueil fait à cette résolution, tout comme à celle sur les matériaux fissibles, est un témoignage supplémentaire de la vigueur avec laquelle la communauté internationale appuie la non-prolifération. Le Canada a continué à exhorter les pays qui ne l'avaient pas encore fait d'adhérer au Traité sur la non-prolifération ou, du moins, d'accepter l'application de l'Agence internationale de l'énergie atomique.

En ce qui concerne le Canada et ses propres exportations nucléaires, l'année 1978 a été essentiellement marquée par la percée et la consolidation de ses efforts pour appliquer une politique plus rigoureuse relativement aux garanties applicables à ces exportations. Dans une tentative pour en assurer la stricte application, le Canada a eu des discussions à ce sujet avec un grand nombre de ses partenaires bilatéraux. En janvier, le Canada et la Communauté européenne ont conclu un accord révisé de coopération comprenant un arrangement temporaire de deux ans sur la question du retraitement. Au cours du voyage que le secrétaire d'Etat aux Affaires extérieures a effectué en

Désarmement et maîtrise des armements

Lors de la première Session extraordinaire des Nations Unies consacrée au désarmement, les délégués ont exprimé le désir des Etats de faire avancer la cause de la réduction des risques de guerre. Bien que durant l'année l'on n'ait pas conclu un accord important sur le désarmement et la maîtrise des armements, la Session extraordinaire tenue à New York du 23 mai au 30 juin a favorisé le recours aux moyens existants de consultation entre gouvernements. Elle a défini le cadre des négociations à venir par la création d'un nouveau Comité du désarmement (CD) et a stimulé l'intensification des efforts internationaux dans plusieurs domaines importants.

La réalisation la plus notable de la Session extraordinaire a été la réorganisation de ses organes de négociation et de délibération. D'ores et avant, la Première commission de l'Assemblée générale des Nations Unies s'attachera exclusivement au désarmement et aux questions connexes de sécurité internationale. Rebatte le Comité du désarmement (CD), la Conférence du Comité du désarmement (CCD), organisme multilatéral de négociation ayant son siège à Genève, s'est adjoint huit nouveaux membres. La présidence du Comité du désarmement sera confiée à chaque membre à tour de rôle; auparavant, le CD opérait sous la tutelle conjointe des Etats-Unis et de l'URSS. Ces changements ont amené la France, qui n'avait pas participé aux travaux de l'ancien Comité, à accepter de participer aux travaux du CD. On pense que la Chine suivra cet exemple.

Dans la discours qu'il a prononcé à la Session extraordinaire, Le Premier ministre a mis l'accent sur la volonté du Canada qu'aboutissent les négociations en cours sur le désarmement et la maîtrise des armements. Il a proposé d'appliquer une "stratégie d'asphyxie" en quatre points afin de stopper la dynamique de la course aux armements. Il a préconisé l'interdiction totale des essais, des accords sur l'arrêt des vols d'essai de tout nouveau vecteur stratégique et interdisant toute production de matières fissibles à des fins d'armement, et un accord limitant puis réduisant progressivement les budgets militaires affectés aux nouvelles armes nucléaires stratégiques. Ces objectifs ont été énoncés dans le document final de la Session extraordinaire que les pays membres ont adopté par consensus.

Trois mois plus tard, l'esprit de compromis qui avait caractérisé la Session extraordinaire s'est manifesté de nouveau au cours de la Session ordinaire de l'Assemblée générale. Le représentant canadien passa en revue les points du document final qui préoccupaient le plus le Canada et déclara que son pays contribuerait à faire élargir les aires d'entente qui s'étaient formées durant la Session extraordinaire. Le Canada souhaitait que les entretiens pour la limitation des armes stratégiques (SALT) entre les Etats-Unis et l'Union Soviétique aboutissent.





LE CANADA ET L'ORDRE INTERNATIONAL

Le Canada adhère à quelques cinquante organisations internationales où toutes les grandes questions touchant l'ordre mondial font l'objet de délibérations: sécurité collective, désarmement, commerce, développement économique, droit de la mer, mesures en faveur des réfugiés, etc. Lors de ces délibérations, les représentants du Canada présentent le point de vue canadien, font valoir nos intérêts nationaux et contribuent aux efforts visant l'établissement de la paix et de la justice dans le monde.

En 1978, des négociations de haut niveau ont abouti à la signature d'un Accord bilatéral sur les pêches avec le Japon, d'une Convention sur la future coopération multilatérale dans les pêches de l'Atlantique Nord-Ouest et d'un Protocole modifiant la Convention internationale concernant les pêcheries hautes de l'Océan Pacifique Nord. Le Canada a conclu avec la Communauté économique européenne un Accord ad referendum sur le libellé d'un Accord de pêche bilatéral, et il a convenu avec la France de nouveaux arrangements intérieurs pour 1979 en ce qui concerne les pêches autour de Saint-Pierre-et-Miquelon. Les négociations canado-américaines sur les frontières maritimes et les pêches sur les deux côtes ont également progressé.

#### Coopération canado-américaine

La gestion de ses relations avec les États-Unis est demeurée au premier rang des priorités bilatérales du Canada. En dépit du nombre, de la variété et de la complexité des dossiers au cours, les relations canado-américaines ont rarement été meilleures. En 1978, les acquis ont été significatifs: signature d'un nouvel Accord relatif à la qualité de l'eau dans les Grands lacs et discussions sur la pollution atmosphérique transfrontière; coopération relativement au gazoduc du Nord; études bilatérales d'envergure sur l'établissement d'une réserve de pétrole stratégique et échanges d'électricité en grande quantité; progrès vers un Accord sur la gestion des pêcheries de la côte Est; niveaux record d'échanges commerciaux. Par ailleurs, les deux pays ont continué à échanger régulièrement leurs points de vue sur les questions figurant au premier plan des relations internationales: la Namibie, le Moyen-Orient et Chypre, les droits de la personne, le sort des réfugiés, la non-prolifération des armes nucléaires, le désarmement et d'autres sujets.

#### Liens avec l'Europe de l'Ouest et le Japon

En 1978, le Canada a poursuivi ses efforts en vue d'intensifier ses relations économiques avec les Communautés européennes et les pays-clés d'Europe de l'Ouest. Il s'est particulièrement attaché à stimuler ses relations bilatérales avec la République fédérale d'Allemagne et la France sur le plan économique. Les visites du premier ministre dans plusieurs pays d'Europe ont reflété le désir du Canada de renforcer ses relations avec ce continent et sa détermination à atteindre un niveau d'échanges à la mesure de l'importance des économies canadienne et européenne et de la qualité de leur dialogue politique. Le Canada a continué à élargir et à diversifier ses relations politiques et économiques avec le Japon, et il a conclu avec ce pays des accords sur les pêches et sur de nouvelles garanties nucléaires.

Les initiatives du Canada sur la scène internationale font ressortir deux grands axes de sa politique extérieure. D'abord, entretenir un éventail de saines relations bilatérales en vue de promouvoir les intérêts des Canadiens et d'assurer que suite soit donnée à leur préoccupations. En deuxième lieu, accorder une priorité, dans la liste de nos objectifs nationaux, à l'équilibre mondial acquis au moyen de la coopération internationale puisque le bien-être des Canadiens en dépend de plus en plus.

initiative qu'en collaboration avec d'autres pays, mettre tout en oeuvre pour augmenter la sécurité énergétique grâce à un ensemble de mesures telles la gestion attentive des ressources énergétiques nationales, la diversification des importations énergétiques et la promotion dynamique d'une utilisation efficace de l'énergie. Il a activement cherché à conclure avec des pays comme le Mexique et le Venezuela des arrangements bilatéraux d'approvisionnement en pétrole destinés à renforcer notre sécurité énergétique à long terme.

### La dimension humaine

Tous les Etats, par suite de leur adhésion à la Charte des Nations Unies se sont engagés à protéger et à promouvoir les droits fondamentaux de toute personne vivant à l'intérieur de leurs frontières. Lorsque cette obligation internationale n'est pas honorée, les autres Etats, y compris le Canada, doivent s'en préoccuper. C'est sur cette prémisse qu'en 1978, le Canada a fait des démarches auprès d'un certain nombre de gouvernements au sujet de rapports faisant état de violations des droits de la personne; au sein de la Commission des droits de l'homme des Nations Unies, il a exhorté l'ONU à agir dans le cas de violations flagrantes de ces droits.

Le Canada a vigoureusement appuyé les efforts humanitaires du Haut-commissariat des Nations Unies pour les réfugiés en vue d'amener la communauté internationale à faire quelque chose pour adoucir le sort des réfugiés dans le monde. Au niveau politique, le Canada s'est penché sur la relation entre l'exode des réfugiés et les violations des droits de la personne dans les pays concernés. Il a continué à faire des démarches auprès de l'URSS et des pays de l'Europe de l'Est en faveur de parents de citoyens canadiens désireux de rejoindre leur famille au Canada. En 1978, on a enregistré à cet égard des progrès soutenus. La réunion des familles est également une composante de nos relations avec la Chine et le Vietnam.

### Protection des intérêts océaniques du Canada

Le Canada est reconnu pour son apport à la refonte des principes traditionnels du droit de la mer et pour ses conceptions nouvelles en matière de gestion des ressources océaniques. La Conférence sur le droit de la mer lui a permis de faire approuver à l'échelle multilatérale l'élargissement de sa zone de pêche à 200 milles et la limite de ses eaux territoriales à 12 milles; elle a aussi contribué à mieux faire accepter à la communauté internationale la nécessité d'accroître la juridiction de l'Etat côtier en ce qui concerne la pollution causée par les navires. En 1978, le Canada a consacré beaucoup d'efforts pour régler les problèmes en suspens depuis la Conférence, notamment en ce qui concerne le système international appelé à régir l'exploitation minière des grands fonds. Cette question revêt une importance indiscutable pour le Canada en tant que premier producteur de nickel au monde.



L'Union soviétique et les pays de l'Est au chapitre de la réunion des familles et des échanges commerciaux, culturels et scientifiques. Récoltant le fruit de ses efforts depuis 1970, le Canada s'est prévalu en 1978 des nouveaux débouchés nés de l'ouverture de la Chine à l'Occident.

Se fondant sur une étude récente de l'évolution des relations Est-Ouest, les chefs de gouvernement de l'OTAN réunis en mai 1978 au "Sommet de Washington" ont décidé d'adopter un programme général à long terme destiné à améliorer la position défensive et dissuasive de l'OTAN au cours des années '80. Le Canada a témoigné de sa fidélité à l'Alliance en participant à des opérations de défense collective et en maintenant des programmes de dépenses en capital afin de renouveler l'équipement des Forces canadiennes, y compris celles affectées aux opérations de l'OTAN.

Dans le discours qu'il a prononcé à la Session extraordinaire de l'ONU sur le désarmement, le premier ministre Trudeau a esquissé les grandes lignes d'une "stratégie d'asphyxie" destinée à freiner la course aux armements nucléaires. Par suite d'initiatives canadiennes l'Assemblée générale qui a suivi, le nouveau Comité du désarmement (CD) devrait discuter, au moment opportun, d'une interdiction portant sur la production de matériaux fissiles, l'un des quatre points de la stratégie canadienne. En 1978, le Canada a suivi de près, tout comme ses alliés de l'OTAN, les pourparlers critiques entre les États-Unis et l'URSS sur la limitation des armes stratégiques. Il a affirmé qu'il considérait la conclusion des SALT II comme un grand pas vers la réduction des risques d'affrontement stratégique nucléaire et l'élaboration d'une base plus stable pour le maintien de la paix et de la sécurité.

Au chapitre de la prolifération nucléaire, le Canada a joué un rôle actif dans les travaux de l'Évaluation internationale du cycle du combustible nucléaire (INFCE). Les résultats de cette étude exhaustive de deux ans influenceront considérablement sur les efforts internationaux en vue d'instaurer un régime de garanties nucléaires adaptées aux technologies nouvelles et devraient être disponibles pour la Conférence de révision du Traité sur la non-prolifération, en 1980. Sur le plan bilatéral, le Canada a négocié avec le Japon un accord qui satisfait entièrement à ses exigences en matière de non-prolifération, et l'accord intérimaire intervenu avec la Communauté européenne augure bien des négociations subséquentes en vue d'un accord exhaustif.

## Approvisionnements et sécurité

Confrontée à la hausse marquée des prix, l'incertitude quant aux approvisionnements de pétrole en provenance d'Iran et d'autres pays du Moyen-Orient a amené le Canada à prendre, de concert avec d'autres membres de l'Agence internationale de l'énergie (AIEA), des mesures correctives pour faire face à une éventuelle pénurie de pétrole brut à l'échelle mondiale. Dans l'immédiat, le Canada devra, tant de sa propre

ressortir la nécessité de renforcer les arrangements consultatifs entre pays industrialisés. De plus en plus, on se rend compte qu'une action concertée serait à l'avantage non seulement des grandes nations industrialisées, mais aussi de l'ensemble de la communauté internationale.

En 1978, quand les Négociations commerciales multilatérales sont entrées dans leur phase finale, il est devenu évident que leur succès contribuerait sensiblement à l'instauration d'échanges internationaux plus justes et plus libres. Les exportations canadiennes devraient profiter directement de la réduction générale des tarifs douaniers et de la suppression de barrières non tarifaires. On espère que les industries canadiennes deviendront plus concurrentielles, tant au plan national qu'international. Les résultats des NCM influeront dans une grande mesure sur le processus d'ajustement plus vaste auquel devront s'astreindre les économies canadienne et mondiale.

#### Le défi Nord-Sud

Le Canada a maintenu son engagement envers le dialogue Nord-Sud de nombreuses façons: aux Nations Unies, par des contacts bilatéraux, par la formation de groupes spéciaux, ou par l'entremise des pays du Commonwealth et de la Francophonie. Le premier ministre Trudeau a pris part au "Sommet Manley", en Jamaïque, qui a donné à un petit groupe de chefs de gouvernement l'occasion de discuter officiellement des grands problèmes Nord-Sud. On a noté l'apparition d'une attitude plus pragmatique face au dialogue Nord-Sud; les confrontations rhétoriques ont diminué et l'attention s'est portée sur le recensement des questions au regard desquelles il serait réaliste d'espérer des progrès.

#### Aide au développement international

En dépit des impératifs du programme de restriction des dépenses gouvernementales, le budget de l'Agence canadienne de développement international a été maintenu à environ un milliard de dollars, ce qui traduit bien le désir du Canada de collaborer avec les pays et les peuples démunis du monde à un programme de développement efficace et humanitaire. Le Canada a continué à chercher des façons d'améliorer la qualité de son programme d'aide au développement et d'en préciser l'orientation.

#### Relations Est-Ouest, sécurité, course aux armements et désarmement

Pendant que la situation en Europe demeure stable - l'Est et l'Ouest considérant toujours le relâchement des tensions sur ce continent comme un objectif souhaitable - des conflits surgis dans d'autres régions, notamment en Afrique et en Asie du Sud-Est, ont mis à l'épreuve la détente à l'échelle mondiale. De concert avec ses alliés, le Canada a oeuvré pour empêcher que la confiance ne s'amenuise et réaffirmer la valeur de la détente. C'est dans cet esprit qu'il a activement mené à bien des relations mutuellement avantageuses avec

en Afrique du Sud afin de souligner l'opposition du Canada à l'apartheid et d'encourager la pratique de l'égalité raciale.

Au Moyen-Orient, le Canada a salué le processus de négociations résultant des accords de Camp David et encouragé les voisins arabes d'Israël à y prendre part. A la suite des bouleversements survenus en Iran, le Canada a pris des mesures pour protéger ses ressortissants dans ce pays et développé des relations de travail efficaces avec le nouveau gouvernement.

Dans un monde où le recours à la force est de plus en plus fréquent, le Canada a continué de prôner la recherche de règlements pacifiques par l'entremise des Nations Unies, et il est demeuré un contributeur important aux opérations permanentes de maintien de la paix. En 1977 et 1978, l'expérience du Canada au Conseil de sécurité a fait ressortir la nécessité pour cet organe et pour l'Assemblée générale de rechercher activement des solutions aux problèmes politiques sous-jacents à divers conflits. A titre d'exemples de la façon dont le Canada a encouragé l'ONU à s'orienter dans cette direction, il importe de mentionner sa participation au Groupe des Cinq en vue du règlement de la question namibienne, et l'initiative qu'il a prise de concert avec les Etats-Unis et la Grande-Bretagne pour faciliter la reprise des négociations entre les communautés cypríotes turques et grecques.

#### Canada: unité et identité

Le Ministère a continué à viser un équilibre délicat afin de traduire dans une politique étrangère cohérente les intérêts et préoccupations des Canadiens de langue française et de langue anglaise, ainsi que des dix gouvernements provinciaux. Dans le but de définir un intérêt national commun, il a trouvé encore d'autres moyens d'accroître la participation des autorités provinciales aux affaires internationales. Il a déployé des efforts spéciaux pour consulter les provinces et le secteur privé sur les positions adoptées par le Canada aux négociations commerciales multilatérales et aux négociations avec les Etats-Unis sur les pêches et les frontières maritimes. Grâce à son programme d'affaires publiques et culturelles, le Ministère a sensibilisé davantage la communauté internationale au fait que le Canada est un pays démocratique, bilingue et multiculturel, capable de résoudre positivement ses problèmes internes. En outre, il s'est engagé à fond dans les activités du Commonwealth et de la Francophonie.

#### Relations économiques internationales

Dans le cadre de l'Organisation de coopération et de développement économiques, du Fonds monétaire international et surtout du "Sommet économique" de Bonn, qui réunissait sept pays, le Canada n'a pas ménagé ses efforts pour s'attaquer aux problèmes communs de la croissance, de l'inflation, du chômage et de l'instabilité monétaire. La relation étroite entre les problèmes nationaux et internationaux a fait



Les événements survenus en différents endroits du monde en 1978 ont mis à rude épreuve le réseau complexe, et souvent fragile, des institutions et des relations qui composent le système international. D'autres preuves de l'interdépendance croissante de tous les pays sur les plans stratégique et économique ont montré qu'aucune nation ne peut réaliser ses objectifs en faisant abstraction de ceux des autres.

En 1978, le Canada a continué de reconnaître et de respecter cette réalité planétaire dans la poursuite de ses intérêts nationaux sur la scène internationale. Au cours de l'année, il a collaboré étroitement avec d'autres membres de la communauté internationale tant pour servir ses propres intérêts et idéaux que pour trouver des solutions acceptables aux problèmes communs, et ce, dans des domaines aussi divers que la gestion de l'économie mondiale, le règlement des crises menaçant la paix, la poursuite de l'objectif du désarmement et la réglementation et le partage des ressources maritimes mondiales. Dans l'ensemble, les activités internationales du Canada ont été guidées par son désir sincère d'appuyer et de renforcer le système international.

Un survol des principales questions intéressant le Canada illustre ces activités.

### La recherche de la paix

En 1978, les événements survenus en Asie du Sud-Est ont contribué à augmenter sensiblement les tensions politiques et militaires dans la région. Le recours de plus en plus fréquent à la force armée a suscité de vives inquiétudes. Les violations des droits de la personne - particulièrement flagrantes au Cambodge - ont été condamnées de toutes parts. L'invasion du Cambodge par le Vietnam, suivie de celle de la partie septentrionale du Vietnam par la Chine, a engendré une instabilité troublante dans la région. Au Conseil de sécurité et au sein d'autres instances, le Canada a vigoureusement appuyé les efforts en vue de trouver une solution politique à ces conflits, mais de nombreux problèmes profondément ancrés restent en suspens entre les parties concernées.

De concert avec d'autres grandes puissances occidentales, le Canada a joué en Afrique australe un rôle de premier plan dans la recherche de solutions pacifiques aux problèmes raciaux et de décolonisation de la région. Cinq pays occidentaux, dont le Canada, ont préparé un plan de transition approuvé par le Conseil de sécurité visant à faire accéder la Namibie à l'indépendance, à condition qu'une escouade de maintien de la paix composée de militaires et de civils soit autorisée à superviser les élections. Le Canada a également appuyé les initiatives tentées pour régler le problème de la Rhodésie, depuis longtemps en souffrance. Il a aussi continué à revoir ses politiques vis-à-vis de l'Afrique du Sud, notamment celles qui débouchent sur des relations commerciales. En avril 1978, le gouvernement a publié un code de conduite sur les pratiques d'embauche des compagnies canadiennes opérant



LE CANADA ET LE MONDE  
EN 1978

VUE D'ENSEMBLE





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L'honorable Flora MacDonald  
Secrétaire d'Etat  
aux Affaires extérieures

J'ai l'honneur de vous soumettre la revue annuelle  
du Ministère des Affaires extérieures.  
Conformément aux dispositions de la Loi du  
Ministère des Affaires extérieures, ce rapport  
rend compte de notre activité au cours de l'année  
1978.

*Flora MacDonald*

Le Sous-secrétaire d'Etat  
aux Affaires extérieures  
Ottawa, 1979

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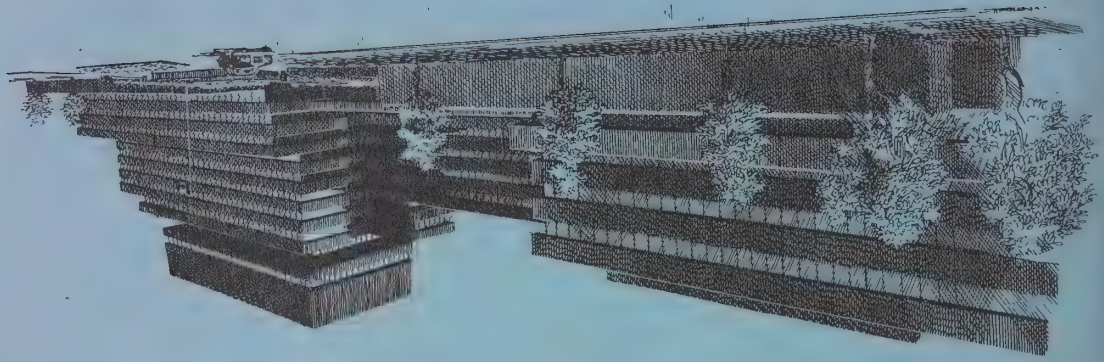
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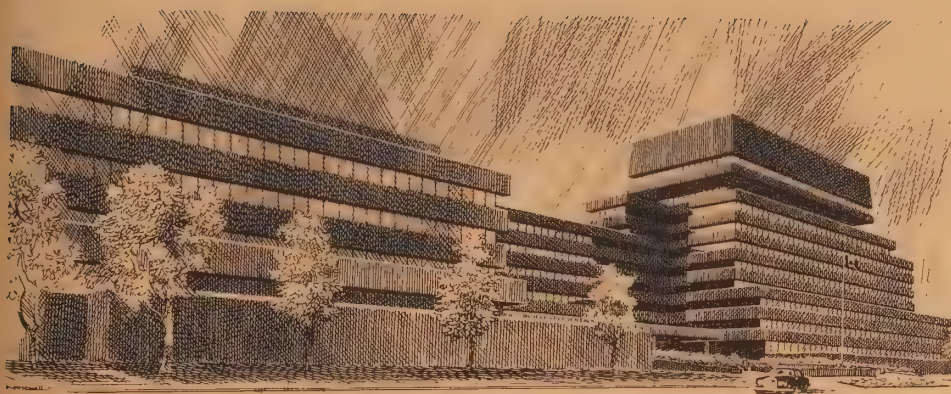


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# Department of External Affairs



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The Honourable Mark MacGuigan  
Secretary of State  
for External Affairs

I have the honour to submit for your consideration the annual review of the Department.

In accordance with the provisions of the Department of External Affairs Act, this report deals with our activities during the calendar year 1979.

A handwritten signature in dark ink, appearing to read "A. E. G. Hines". The signature is fluid and cursive, with the first name "A." and last name "Hines" clearly distinguishable.

Under-Secretary of State  
for External Affairs

Ottawa, 1980



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OVERVIEW

**CANADA AND WORLD AFFAIRS  
IN 1979**



## OVERVIEW

### CANADA AND WORLD AFFAIRS IN 1979

1979 was a year of increased global tensions. Instability arising in one sector of the international system had a tendency to spill quickly into other areas. For example, the political developments in Iran in 1979 caused economic shock waves amongst both developed and developing countries. The OPEC price hikes of 1979 had significant political consequences. As the year closed the Soviet invasion of Afghanistan threatened East-West relations across a broad spectrum. All of these events focused attention on the strategic links between oil, politics and military developments. Some military and political developments had particularly tragic consequences in 1979. The war in Kampuchea and the invasion of Afghanistan forced hundreds of thousands of people to flee their countries as refugees, causing political and economic difficulties for the countries of first asylum and a humanitarian problem which touched the world's conscience.

World order marked some progress in 1979 with agreements on the Common Fund, the Multilateral Trade Negotiations, SALT, Rhodesian elections and peace between Israel and Egypt. But in general, collective efforts to deal with the major problems of arms control, the limitation of conflict, and co-operative international economic development showed little progress, and sometimes serious setbacks. The growing need for collective efforts to deal with global problems, and the interdependence of such efforts, became more apparent in 1979.

1979 was a year which saw a change of government in Canada and a new Secretary of State for External Affairs—from Mr. Don Jamieson to Miss Flora MacDonald—in June. Nevertheless the central direction of Canadian foreign policy showed continuity, although there were of course changes of emphasis. Canada's international activities and those of the Department of External Affairs were guided first and foremost by the need to assure Canada's security and economic well-being. They were also guided by the requirement to reflect the concern of Canadians for the human dimension of foreign policy, by the need to promote Canadian unity and identity, and by the necessity of providing assistance to Canadians travelling and working outside of Canada. In working towards these goals, Canada actively participated in international organizations and meetings and engaged in bilateral consultations with various states, recognizing that the realization of many of Canada's foreign policy goals was only possible through co-operation with others. These activities abroad covered a number of

areas as diverse as dealing with threats to peace, managing the global economy, working towards the goal of disarmament and constructing an agreed framework for the regulation and sharing of the world's maritime resources.

A review of some areas of primary Canadian interest illustrates Canada's activities and foreign policy priorities in 1979.

#### CANADA'S SECURITY

##### Global instability and the search for peace

The two events which overshadowed all others were the Iranian revolution and the Soviet invasion of Afghanistan. Both served to heighten the already volatile situation in Southwest Asia and in the Persian Gulf area, where Western interests were strongly engaged. The revolution in Iran underlined the strategic significance of petroleum to the West and also highlighted the danger of underestimating the attachment of peoples in the region to traditional values. Prior to the invasion of Afghanistan, the West had already become more sensitive to the growing Soviet military presence in the Gulf area; the invasion increased the possibility of a superpower confrontation in an area deemed vital to Western security. Canada took further steps to protect its citizens in the area and to consult with our allies regarding the political and military implications of this growing instability.

The Persian Gulf and Southwest Asia were not the only regions of tension. The occupation of Kampuchea by Vietnam and the military action against Vietnam by China created serious pressures in Southeast Asia. The plight of large segments of the Kampuchean population facing starvation and the flagrant abuse of human rights in both Kampuchea and Vietnam prompted Canada to seek actively a solution to these problems in the Security Council and elsewhere and to throw open its doors to large numbers of refugees from the region.

The Middle East remained an area of instability; fighting continued in Lebanon and tensions continued to exist between Israel and her Arab neighbours. One bright spot welcomed by Canada was the signing of the Treaty of Peace between Egypt and Israel ending 30 years of hostilities. This appeared to be one important step on the path to an overall solution to Middle East problems which remained elusive during 1979.



There were welcome developments in the long-standing Rhodesia issue. At the meeting in Lusaka of the Commonwealth Heads of Government, in which Canada actively participated, an agreement emerged providing for an all-party conference to try to settle the issue. The subsequent Lancaster House agreement on a ceasefire and supervised elections represented an historic milestone which offered the promise of a peaceful solution to this long-standing problem. Canada also continued to be active in promoting a settlement in the development of a plan endorsed by the UN to establish a demilitarized zone along the borders of Namibia. Elsewhere in Africa, Ethiopia and Uganda remained countries of continued unrest.

In the Western Hemisphere, Central America and the Caribbean became a zone of growing instability. The repercussions of the revolution in Nicaragua were felt throughout the region.

The fact that there was an increased resort to military force in the world during 1979 underlined the necessity of pursuing all ways and means of achieving peaceful solutions to global and regional problems. It was particularly through collective solutions that Canada was best able to put its resources to use in search of peace. Canada actively sought such solutions through the Security Council and the General Assembly of the United Nations as well as through the other more specialized bodies such as the Continuing Committee on Disarmament. Canada also remained deeply committed to United Nations peacekeeping during 1979. Until mid-year, when the United Nations Emergency Force in the Sinai was withdrawn, Canada was the major contributor to United Nations peacekeeping operations. At year's end, Canada continued to be one of the largest contributors, with Canadian military personnel serving with the United Nations Force in Cyprus and with the United Nations Disengagement Observer Force on the Golan Heights between Israel and Syria.

### **East-West relations and collective defence**

In addition to its geopolitical impact, the Soviet invasion of Afghanistan created serious tensions in East-West relations which threatened to have a negative effect on a number of areas of East-West co-operation. A question arose as to the Soviet Union's real commitment to *détente* in the light of the developments in Afghanistan; the foundations of *détente* were seen by Canada as being dependent on the growth of mutual confidence between East and West, and this confidence had been significantly diminished as a result of the invasion. In Canada's view, *détente* could not be confined to the relaxation of tensions in Europe alone, but rather had to be applied on a global scale. The Canadian Government announced its intention to examine a series of measures in response to the invasion. The pressures on *détente* and on East-West relations in general at the end of 1979 did not augur well for an early return to the slow but steady progress which characterized the building of East-

West co-operation during the 1970s.

With regard to defence efforts in 1979, Canada continued to participate actively in collective defence through membership in both NATO and NORAD. Canada remained convinced that in addition to its collective defence role, NATO had an important political role to play as a forum in which ways of reducing sources of East-West conflict could be developed.

NATO defence and foreign ministers met in December 1979 and agreed, in response to the ongoing Soviet program of expanding its theatre nuclear forces, to modernize NATO's European theatre nuclear forces. Equally important was the decision taken concurrently by these ministers to offer to enter into negotiations with the Soviet Union to limit the proliferation of these weapons systems by both sides.

Canada continued to make a contribution towards the implementation of the Alliance's "Long Term Defence Program" designed to improve the deterrence and defence postures of NATO. The Canadian Armed Forces were equipped by the end of 1979 with a total of 128 new Leopard C-1 tanks, and initial deliveries of three types of new armoured vehicles were made in 1979. Other capital acquisition programs designed to help Canada meet NATO force goals progressed satisfactorily in 1979.

### **Arms control and disarmament**

In the arms control and disarmament field, the signing of SALT II in June 1979 led to hopes of further progress of negotiations such as a comprehensive test ban. At the first session of the Committee on Disarmament—the multilateral negotiating body revitalized by the UN Special Session on Disarmament—Canada pursued a comprehensive test ban and other proposals such as a chemical weapons ban and a ban on the production of fissionable material for weapons purposes. The Special Session also decided to revive the UN Disarmament Commission, and Canada played an active role in the deliberations held in the commission on the elements of a comprehensive program of disarmament. In addition, Canada sought to promote the implementation of the various recommendations of the Special Session through direct participation in three UN disarmament studies, establishing a Consultative Group on Disarmament and Arms Control Affairs and cosponsorship of seven resolutions in the First Committee of the thirty-fourth UN General Assembly. Though prospects for further agreements remained uncertain at best and the outlook for progress at the end of the year in the wake of the invasion of Afghanistan was even less promising, there remained an underlying recognition that arms control agreements continue to be in the overall interest of both East and West.

### **Exports of nuclear technology**

During 1979, Canada continued to export nuclear material, equipment and technology to a number of countries (e.g.



Japan, the EEC, the U.S.A., Romania, Korea and Sweden) with which it had nuclear co-operation agreements which incorporated elements of its nuclear safeguards policies. As regards these exports, Canada also continued to play an active role in efforts to encourage the further development of an effective international non-proliferation regime capable of evolving as nuclear technology for peaceful non-explosive purposes is developed. During 1979, Canadian experts participated in the work of the International Nuclear Fuel Cycle Evaluation (INFCE) which was initiated in October 1977 and was scheduled to finish in February 1980. Preparations were also initiated for Canadian participation in the Second Non-proliferation Treaty Review Conference, to be held in August 1980. On the bilateral side, Canada continued its efforts to implement fully its non-proliferation/safeguards policies of December 1974 and December 1976; in particular, negotiations to this end were pursued with the United States of America, Australia and Switzerland.

## **CANADA'S ECONOMIC WELL BEING**

### **International economic relations**

The world economy in 1979 continued to suffer from slow growth, high levels of unemployment and high levels of inflation.

It was significant that in 1979 there appeared to be an increased awareness in the international community that a greater co-ordination of economic activities would be necessary in order to begin to overcome these difficulties. Canada participated actively in the deliberations of the seven-member "Economic Summit" group which met in Tokyo in June 1979 and which resulted in a move towards closer co-ordination of economic policies amongst the developed countries, particularly in the energy field. Canada also sought solutions to global trade and monetary problems through active participation in GATT, the IMF and the OECD. These institutions have been helpful in encouraging resistance to mounting protectionist pressures which would have impaired the open world trade and financial system that is vitally important to Canada's economic wellbeing.

A major achievement during the year was the signature by Canada and its major trading partners of the Multilateral Trade Negotiations (MTN) agreements which concluded the Tokyo Round of GATT negotiations. They were the first major multilateral trade negotiations that had been successfully concluded during a period of protracted slow growth and, as such, they represented a particularly positive contribution to the liberalization of trade and the evolution of the world trading system. As a result of the negotiations, improved access to export markets has been gained for Canadian producers of agricultural, fisheries and industrial products. The reduction or elimination of a wide range of tariffs and the improved discipline over non-tariff barriers will be of benefit to exporters and should encourage more

efficient production in Canada. The importance of the benefits arising from the MTN will be determined in large measure by the extent to which businessmen and producers take advantage of the new opportunities opened up by these negotiations.

### **Energy supply and security**

The Iranian revolution and the more than doubling of OPEC oil prices in 1979 had a significant impact on the international economic system and on Canada. The issue of energy security for Canada was one which moved to the forefront of both domestic and foreign policy goals in 1979. Canada and other members of the International Energy Agency (IEA) made a co-ordinated attempt to reduce their projected oil impact levels during 1979 through a combination of voluntary demand restraint, fuel switching away from oil, and increased production. At the Tokyo Summit, energy was the key item of discussion amongst the heads of government, and Summit leaders agreed on the establishment of national oil import ceilings and the need for measures to provide production of alternative energy sources. While Canada is in a better position than most other industrialized countries as regards long term energy prospects, it is clear that Canada will have to make every effort to increase energy security in a variety of ways both domestic and international. Canada began in 1979 to pursue bilateral oil supply arrangements with countries such as Mexico and Venezuela, and continued to co-operate with other industrialized and developing countries to work towards global energy security.

### **Preserving Canada's oceans interests**

Canada continued during 1979 its record of achievement in bringing about a restructuring of traditional principles in the Law of the Sea area and in developing new concepts of ocean resource management. The Law of the Sea Conference (LOS) has already influenced state practice. For Canada, it has provided multilateral endorsement of Canada's 200-mile fishing zone and the 12-mile territorial sea, reconfirmed its sovereign rights over the resources of the continental margin beyond 200 miles and contributed to international acceptance of enhanced coastal state jurisdiction over pollution from ships, particularly in ice-covered Arctic waters. At the two-part 1979 LOS session, Canada concentrated its efforts on helping to resolve difficult outstanding issues, e.g. marine scientific research, maritime boundary delimitation, and particularly the international system for seabed mining.

In the fisheries area, the International Commission for the Northwest Atlantic Fisheries (ICNAF) was replaced at the end of 1979 by the Northwest Atlantic Fisheries Organization (NAFO) whose object is to contribute to the optimum utilization, rational management and conservation of the fishery resources in the northwest Atlantic. In bilateral fisheries negotiations, Canada and the U.S. concluded

negotiations and signed a bilateral fisheries agreement for the east coast and agreed to refer their maritime boundary in the Gulf of Maine to international adjudication. Canada and the U.S. also signed two other fisheries agreements, one amending their Pacific Halibut Convention and the other regulating the U.S. catch of west coast ground fish in Canadian fisheries waters until March 31, 1981. Talks were also held with the U.S. on the west coast salmon interception problem. Interim arrangements relating to fishing in the area of St. Pierre and Miquelon in 1980 were agreed with France. In 1979, the Canada-EEC fisheries agreement, as amended, was extended to apply to 1980, and negotiations were started on a long-term fisheries agreement with the Community.

## **CANADA AND THIRD WORLD DEVELOPMENT**

### **North-South questions**

Problems in the world economy and their severe effect on developing countries had a marked influence on the North-South dialogue during 1979. Two events were of significant importance in 1979 in furthering the dialogue; the agreement on the creation of a Common Fund to support commodity stabilization measures and the discussions and negotiations at the UNCTAD conference in Manila. Canada participated actively in these and other areas by means of our membership in the range of development-oriented UN institutions, through the Commonwealth and la Francophonie and through bilateral contacts.

As the North-South dialogue proceeded during 1979, it became clearer that new approaches were required to respond to the different needs and interests within the group of developing countries. Following a developing countries' proposal, the UN General Assembly adopted a resolution calling for global negotiations on international economic development. This new and major initiative, calling for negotiations in five main areas—raw materials, trade, energy, development, money and finance—will be pursued during 1980. Preliminary work was also begun on a new international development strategy for the 1980s.

### **Support for international development**

Canada continued strongly to support international development and the improvement of the situation of the developing world through a large development assistance program. This was a fundamental component of foreign policy despite significant budgetary cutbacks as a result of government expenditure reduction programs. Canada continued to follow an aid strategy of concentrating aid in those specific sectors of developing countries which were most in need of assistance and which encompassed the poorest members of the world community. Canada contributed both bilaterally and multilaterally to programs aimed at these sectors. The Canadian International Development Agency's budget for 1979 was in excess of \$1.1 billion.

## **REGIONAL CO-OPERATION**

### **Canada-U.S.A. co-operation**

The management of relations with the United States remained Canada's highest bilateral priority during 1979. Among the achievements for the year were: record levels of bilateral trade; the conclusion of negotiations on the East Coast Fishery and Maritime Boundary Agreements; the establishment of a bilateral consultative mechanism on energy; the Vessel Traffic Management Agreement; a memorandum of understanding on co-operation in research and development related to the tar sands and heavy oil; co-operation on the Northern Gas Pipeline; and a commitment to develop a co-operative agreement on air quality. Close consultation on international matters continued on such subjects as nuclear non-proliferation and disarmament, law of the sea, human rights, and world political developments.

### **Western Europe and the Pacific Rim**

During 1979, Canada attempted to broaden the base of its relationships with the European Communities and the countries of Western Europe to include a greater political dimension to match the expanding economic one. The gradual emergence among the member states of the Community of a coordinated approach to foreign policy led in 1979 to increased consultations between Canada and the Community on a wide range of issues. Canada continued to make efforts during 1979 to further economic relations with individual members of the European Community, particularly the Federal Republic of Germany, France and the U.K. The results of the multilateral trade negotiations concluded in 1979 increased market opportunities in Canada and Western Europe.

Canada continued to expand and diversify its economic and political relations with Japan and the countries of the Pacific Rim. The potential for broadened relations with this region was the subject of heightened interest during 1979 both among the general public and in the business community, particularly in western Canada. Canada's relations with Japan continued to develop and included a meeting in 1979 of the Joint Japan-Canada Economic Committee.

## **THE HUMAN DIMENSION**

### **Refugees and human rights**

The global refugee problem in 1979 remained extremely serious. Particular international attention was, to an important degree, dominated by the situation in the countries of Indochina and the distressing fate of the boat refugees from Vietnam. In response to the problem of the boat refugees and the overland refugees from Laos and Kampuchea, Canada established its most ambitious refugee resettlement program since the years immediately following World War II, and made a major contribution to Kampuchean relief. The Canadian public responded warmly to the refugee sponsorship program. On a number of occasions during



1979, the Canadian government publicly emphasized the need to deal with the root cause of this exodus—the abuse of basic human rights in the countries concerned. Canada urged the United Nations to improve its ability to deal with the most serious human rights situations, and called for the establishment within the UN structure of an Office of the Under-Secretary General for Human Rights. Canada also continued its active role as a member of the UN Human Rights Commission. International human rights questions were thus a significant element in Canadian foreign policy during 1979. Canada also continued to make representations to the U.S.S.R., China and the countries of Eastern Europe regarding relatives of Canadian citizens who wished to be reunited with their families in Canada, and further progress was made in this area.

## **CANADIAN UNITY AND IDENTITY**

The Department continued during 1979 to pursue objectives which reflect the regional diversities of Canada, the interests of the ten provincial governments and the interests and concerns of English- and French-speaking Canadians within the framework of a coherent foreign policy.

During the course of 1979, an effort was made to develop better ways and means of involving and supporting provincial authorities in the international arena, at the same time working to help co-ordinate this involvement in order to establish clear national interests. The Department maintained close consultations with the provinces and the private sector on a wide range of international issues regarding the positions adopted by Canada in the Multilateral Trade Negotiations which concluded in 1979 and in maritime boundaries and fishing negotiations with the USA. Canada continued to participate actively in the Commonwealth and la Francophonie. Through the Department's external information and cultural programs, the international community was made increasingly aware of Canada as a democratic bilingual multicultural and richly endowed society capable of resolving positively its internal problems. Information

programs designed to interpret Canada's foreign policy goals to Canadians were broadened.

## **SERVICES AND ASSISTANCE TO CANADIANS ABROAD**

A wide range of consular services and assistance continued to be provided to Canadians living and travelling abroad. While foreign travel by Canadians appears to have declined somewhat in 1979, perhaps due to inflationary factors and an unfavourable rate of exchange, an increase has been recorded in the number of consular services rendered by Canada's 117 diplomatic and consular posts abroad. To meet the increased demands and to render consular assistance more accessible to the travelling public, Honorary Consuls were appointed in 1979 for the first time in the capital cities of the Dominican Republic, Bolivia, and Paraguay, and also in Bombay, India. The great majority of consular services provided during 1979 were in response to relatively straightforward requests for information and assistance on a wide variety of concerns, including passport and citizenship documents and notarial services. For some 5,200 Canadians, however, the services rendered were more urgent and vital in nature, dealing with medical and financial distress, legal problems, and deaths abroad. In those parts of the world experiencing instability and tension, Canadian diplomatic and consular posts continued to provide advice to Canadians concerning local developments and to review emergency and contingency plans for the protection of Canadian citizens and interests in troubled areas.

During the past year, consular consultations were initiated or pursued with several East European and other countries, aimed at providing for new consular conventions or other consular arrangements to facilitate the extension of consular services and the protection of Canadians whether visiting or residing temporarily in those areas. Bilateral consultations were also undertaken with a number of countries with a view to establishing additional transfer of offender agreements designed to allow for the repatriation of Canadians serving prison sentences abroad.





## PART A

### **CANADA AND INTERNATIONAL ORDER**

Canada belongs to a great many international organizations in which discussions proceed on all matters of importance to the world community. Collective security, disarmament, trade, economic development, the law of the sea or the treatment of refugees are only a few of these subjects. Canadian representatives at these meetings present Canadian points of view and defend our national interests but also make their contribution to the development of a more orderly and just world society.



## PART A

### Chapter 1: COLLECTIVE SECURITY AND THE RESOLUTION OF CONFLICT

#### Arms control and disarmament

The hopes for new advances in disarmament negotiations aroused by the United Nations Special Session devoted to disarmament in 1978 were disappointed in 1979. SALT II was signed and a negotiating text for an agreement banning radiological weapons was tabled by the U.S.A. and U.S.S.R. in Geneva, but there was no breakthrough in the negotiations on a comprehensive nuclear test ban and on the destruction of chemical weapons. By the end of the year, the Soviet invasion of Afghanistan had increased dramatically the possibility that SALT II would not be ratified.

In response to the stimulus of the Program of Action of the Special Session, the position of Adviser on Disarmament and Arms Control Affairs officially came into being at the beginning of the year. A good start was achieved during the balance of the year through the convening of a consultative group of representatives of interested non-governmental organizations, the financing of Canadian research on behalf of the United Nations study on disarmament and development, and the sponsorship of educational activities by interested groups and organizations. A Disarmament Newsletter is to be published as well.

The new Committee on Disarmament (CD) began its work early in the year in Geneva. The main distinguishing features of the CD are the addition of eight new, mostly neutral and non-aligned members and the institution of a rotating monthly chairman to replace the former co-chairmanship of the U.S.S.R. and U.S.A. In the light of these changes, France decided to take up its seat in 1979. (China, by then the only nuclear weapon state not to have done so, took up its seat on the CD early in the 1980 session thereby bringing the Committee up to its current complement of 40 members.)

The CD agenda for 1979 included the following issues:

1. Nuclear test ban
2. Cessation of the nuclear arms race and nuclear disarmament
3. Effective international arrangements to assure non-nuclear-weapon states against the use or threat of use of nuclear weapons
4. Chemical weapons
5. New types of weapons of mass destruction and new systems of such weapons; radiological weapons.

Two of these issues—nuclear test ban and chemical weapons—were already the subject of negotiations between

the U.S.A. and the U.S.S.R. (with the U.K. participating in the test ban talks). In neither case were the negotiating powers enthusiastic about a role for the Committee, and efforts to involve the Committee, which were supported by Canada, were rebuffed. Progress reports were made by the negotiating powers to the Committee, but these indicated that difficult issues of verification remained unsettled in each case. The Committee did establish a working group to examine the assurances to non-nuclear-weapon states against the use, or threat of use, of nuclear weapons. Proposals by the Soviet Union for a negotiating framework to begin the process of nuclear disarmament were rejected by Western members of the Committee as unrealistic. For its part, Canada continued to draw attention to the importance of negotiating an agreement to cease the production of fissionable material for weapons purposes, thus emphasizing the need to move progressively towards stopping a build-up of nuclear arms. None of the nuclear weapon states, however, is ready to begin such negotiations. The CD operates by consensus, in recognition of the reality that disarmament issues cannot be settled by majority voting procedures.

The revived United Nations Disarmament Commission (UNDC), open to membership by all UN members, also made its debut in 1979. Its principal work was to consider a framework for a Comprehensive Program for Disarmament (CPD). The goal of General and Complete Disarmament (GCD) has been the foremost objective of the UN since the end of World War II, but it was not until the Declaration of the 1970s as a Disarmament Decade that a step-by-step approach towards that goal began to take concrete form. It took an intensive period of four weeks in New York for the UNDC to begin to draw all the strings together in a document called "Elements of a Comprehensive Program for Disarmament". The Program itself is to be negotiated by the CD, but there is little prospect of early agreement on a comprehensive approach of this kind.

The First Committee of the UN General Assembly (UNGA XXXIV), apart from the perennial arms control and disarmament resolutions, continued to follow up the Program of Action of the Special Session. In all, thirty-nine resolutions were adopted dealing with disarmament questions, eighteen focusing on nuclear issues, eleven on non-nuclear issues, and ten on procedural matters. Canada again co-authored with Poland the Resolution on Chemical Weapons and shepherded its initiative on fissionable ma-



terials to a second overwhelming majority. Altogether, Canada was able to join in the consensus on seventeen resolutions and to vote in favour of twelve others.

With the start-up of a UN-sponsored study of Confidence Building Measures (CBM) in the spring of 1980, and the aspect of security measures in the second review of the Helsinki Final Act of the Conference on Security and Co-operation in Europe, which is to take place at Madrid later in the year, this little-known approach to arms control negotiations will receive a due measure of public scrutiny. In 1979, Canada played an important part in developing the concept of CBM both in theory and practice and will, both as a member of the UN study group and at Madrid, continue to explore all such channels that give reasonable promise of concrete results in the area of arms control and disarmament.

### **Non-proliferation**

As well as seeking to prevent the further expansion (i.e. "vertical" proliferation) of nuclear weaponry by the current nuclear weapons states as pointed out in this Chapter, Canada has also continued to exercise its best efforts to prevent the spread (i.e. "horizontal" proliferation) of nuclear weapons or nuclear explosive capability beyond those states. These latter efforts are described in Part A, Chapter 2.

### **Security Council**

On January 1, 1979, Canada and the Federal Republic of Germany were replaced by Norway and Portugal as non-permanent members of the Security Council for the Western group. Despite its departure from the Council, Canada remained active in the Western initiative to bring about a negotiated settlement in Namibia, as noted below.

The Security Council was involved in virtually all the major international issues of the year. A condemnation of the Vietnamese invasion of Kampuchea (Cambodia) was vetoed by the Soviet Union. On the Middle East, the Council attempted unsuccessfully to supplement its Resolution 242 of 1967, as regards the role of the Palestinians in a comprehensive settlement. The mandates of the Mideast peacekeeping missions were renewed, with the exception of the UN Emergency Force stationed in the Sinai, which was terminated in the wake of the Egyptian-Israeli peace treaty. The Council also acted to lift long-standing economic sanctions against Rhodesia as a result of the successful negotiations between Britain and the Rhodesia parties on the transition to independence.

At the end of the year the Security Council called unanimously for release of the American hostages in Iran and endorsed consideration of economic sanctions (later vetoed by the Soviet Union), hearing statements on this subject by the Secretary of State for External Affairs and many other representatives of non-member nations. The Council also began consideration of the Soviet invasion of

Afghanistan. The German Democratic Republic, Niger, the Philippines and Tunisia were elected to replace Czechoslovakia, Gabon, Kuwait and Nigeria on January 1, 1980 for two-year terms. Mexico was later elected as a compromise candidate to replace Bolivia following and unprecedented deadlock between the original candidates Cuba and Columbia.

### **Peacekeeping**

The major peacekeeping event of 1979 was the non-renewal of the mandate of the United Nations Emergency Force (UNEF) in July, leading to the withdrawal of the Force from the Sinai. This happened because many countries felt it inappropriate for the United Nations to become involved in supervising the implementation of the Egyptian-Israeli Peace Treaty when a significant portion of the UN membership opposed the treaty.

The withdrawal of UNEF II necessitated an increase in the size of the United Nations Disengagement Observer Force (UNDOF) to compensate for the loss of logistic and communications support formerly provided from the Sinai. At the UN Secretary General's request, Canada agreed to increase the size of its contingent in UNDOF from 170 to 220. The mandate of UNDOF was extended for a further six-month period until May 31, 1980. The mandate of the other main UN peacekeeping force in which Canada is a major participant, the United Nations Force in Cyprus (UNFICYP), was also extended for a further six-month period until June 15, 1980.

The future of UNEF II was not the only issue in dispute in the field of peacekeeping at the UN. Long-standing differences continued with respect to peacekeeping policy in the Special Committee on Peacekeeping Operations, also known as the Committee of 33, of which Canada is a member. Although a number of substantive meetings were held in 1979, no breakthroughs occurred in the areas of discussion concerning the principles governing the establishment, financing and day-to-day control of UN peacekeeping operations. At the suggestion of Canada, some attention was paid to practical aspects of peacekeeping operations but no agreement was forthcoming on even those matters which Canada felt could be implemented in advance of agreement on the broader policy guidelines. At the thirty-fourth session, the Committee of 33 was once again urged to expedite its work for an early completion of agreed guidelines and to devote attention to the practical implementation of peacekeeping operations. Members were also asked to provide information on experience gained in peacekeeping operations.

### **Southern Africa**

The initiative by the "Western Five" (Canada, Britain, France, the Federal Republic of Germany and the U.S.A.) to bring about a peaceful transition to independence with majority rule in Namibia was carried forward during 1979

on the basis of Security Council Resolutions 385 and 435. Difficulties with the proposed implementation of the settlement, accepted by all parties in 1978, led to intensive negotiations in New York in March, and the nature of the proposal itself was altered significantly during the summer by the suggestion of a demilitarized zone along Namibia's northern border. Continuing hesitations prompted a further round of talks in Geneva in November, at which some progress was made in facilitating implementation of the settlement. At year's end, however, the basic commitment of the parties to proceed was still in abeyance, pending the outcome of the transition to independence in neighbouring Rhodesia. Questions remained concerning the timing of a ceasefire and UN-supervised elections in Namibia, and the role and composition of a new UN peacekeeping operation there.

The 1979 General Assembly session approved seven resolutions with regard to Namibia, which in general called for greater UN activity under the direction of the Council for Namibia and emphasized increased co-operation with the South-West Africa People's Organization (SWAPO). Canada and other members of the "Western Five" abstained as a matter of principle on the five resolutions dealing with the substance of the settlement effort, on the ground that they did not wish to take a substantive position while their own initiative for a negotiated settlement was at a sensitive juncture. The two other resolutions concerning the UN Fund for Namibia and a nationhood program for the territory were adopted by consensus.

The Commonwealth-sponsored negotiations between Britain and three Rhodesian leaders, for bringing Rhodesia to independence with majority rule, reached a successful conclusion in December. Reaction at the United Nations was prompt but uneven. The General Assembly adopted an omnibus resolution which Canada was unfortunately obliged to vote against, after having abstained on the corresponding resolution in 1978 and supported a consensus in the three previous years. The resolution was unacceptable to Canada because it did not adequately reflect the agreement just achieved, and indeed could have adversely affected its successful implementation by prematurely raising delicate issues such as sanctions. The resolution also recognized one party to the agreement, the Patriotic Front, as the "sole legitimate and authentic representative of the people" and endorsed the latter's "armed struggle". A far more constructive step was taken by the Security Council a few days later, when it decided to end economic sanctions imposed against Rhodesia in 1966 and 1968, thus helping launch the settlement in the atmosphere of hope and co-operation necessary to its fulfilment.

The rising African frustration with South Africa's continued policies of *apartheid* is evident in the increasing number and severity of UN resolutions on this subject, which call in general for greater efforts to combat *apartheid* and for an end to almost all forms of international contact

with South Africa. The 1979 General Assembly session adopted 18 such resolutions; Canada supported ten of these while abstaining on four and voting against four others. Canada considers *apartheid* an affront to mankind in its denial of fundamental human rights to the black majority of South Africa, and is thus prepared to support effective action designed to end it, but not some of the more polemical and extreme proposals. Canada voted against resolutions that urged termination of economic and other relations with South Africa, that linked Israel with South Africa (or Zionism with racism), and that endorsed armed struggle as a legitimate means of opposing *apartheid*. Abstentions were entered on resolutions where the above issues were implicit, where two radical liberation movements were designated the sole authentic representatives of the South African people, and where *apartheid* was judged to be a threat to international peace and security (a prerogative of the Security Council alone). Finally, Canada has maintained its support for South Africa's continued membership in the UN system, in the belief that increasing the isolation of South Africa from the world community reduces the effectiveness of the latter in promoting change in the former.

## Middle East

The tone of the General Assembly debate on the Middle East, as in previous years, contributed little to the prospects for peace in that region. Opposition to the Camp David process, including the Israel-Egypt peace treaty, was led by Arab states, usually with wide support from other Third World countries, and was a feature of a number of resolutions. Partly for this reason, Canada voted against ten of the 26 resolutions related to the Middle East, while supporting six and abstaining on seven. Three were adopted by consensus.

Canada has consistently supported the peace process begun with the Camp David Accords as an important first step towards a just and comprehensive settlement in the Middle East on the basis of Security Council Resolutions 242 (1967) and 338 (1973). In this spirit, Canada welcomed the conclusion of a peace treaty between Egypt and Israel.

Although Canada was no longer a member of the Security Council, the Secretary of State for External Affairs, Flora MacDonald, spoke before the Council to condemn the taking of hostages at the American Embassy in Tehran as a fundamental violation of international law.

## Cyprus

Canada's principal contribution towards peace in Cyprus continued to be the maintenance of Canadian soldiers in the United Nations Force in Cyprus (UNFICYP). In the General Assembly debate, Canada stressed that the parties concerned in Cyprus must exert greater will and determination in the search for an acceptable solution to the island's problems if troop contributors are to maintain faith in the



value of peacekeeping there. Canada also states its support for the efforts of the UN Secretary-General to bring about a resumption of intercommunal negotiations.

In May 1979, Cypriot President Kyprianou met with Mr. Denktash, leader of the Turkish-Cypriot community, under the auspices of the Secretary-General, and the two agreed to resume negotiations in June. Unfortunately, the talks broke down after only one week and by year's end had not been resumed. Canada abstained on the General Assembly resolution on Cyprus, principally because of a provision to establish an *ad hoc* committee on Cyprus if no progress was reported in the intercommunal talks by March 31, 1980. In Canada's view, such a committee was more likely to distract than aid the dialogue between the two communities.

### Kampuchea

Among international disputes having gained the attention of the United Nations more recently, the conflict arising out of Vietnam's invasion of Kampuchea (Cambodia) in January 1979 is one of the most dangerous. After the Soviet veto of a resolution condemning the invasion itself, the Security Council again failed to deal effectively with the ensuing Chinese punitive action against Vietnam. At the start of the 1979 session, the General Assembly decided conclusively to continue recognizing the *de jure* Kampuchean regime rather than its *de facto* rival installed in the capital by Vietnamese troops; in the process, the non-aligned majority reversed its own recent stand of not recognizing either regime. Later in the session, the Assembly overwhelmingly adopted a resolution (defeating two other weaker drafts) which called for the withdrawal of troops, steps towards a political solution to the conflict, and humanitarian assistance co-ordinated by the UN for the swelling number of refugees affected by the fighting. Canada supported the recognition decision and co-sponsored the resolution, considering that governments created by foreign military intervention are illegitimate and that a permanent solution to the refugee problem requires tackling of its political roots.

### Western Sahara and East Timor

Two other disputes resulting from the process of decolonization engaged the United Nations in 1979. On the Western Sahara, the General Assembly sided with Algeria's call for self-determination, rather than Morocco's annexation of the former Spanish colony based on claims of historical sovereignty. Canada has taken a position of absolute neutrality, to the satisfaction of the parties concerned.

On East Timor, the General Assembly moderated its earlier strong opposition to Indonesia's annexation of the former Portuguese colony, and limited itself to a call for self-determination and humanitarian assistance. Canada abstained on the resolution, recognizing that the territory's annexation had not been accompanied by a full exercise of

self-determination, but accepting it as an accomplished and irreversible fact to which the appropriate international response was relief for the past deprivations of the inhabitants.

### North Atlantic Treaty Organization

Canadian membership in NATO, as a collective defence organization and forum for political consultations with our allies, has been a major factor in the conduct of Canadian foreign policy since the Alliance's inception 30 years ago. Based on the principle of co-operation among the European member nations, the United States and Canada, and the indivisibility of the defence of its two continental sectors, the Alliance has served its members well in safeguarding peace for three decades. The Alliance's consultation process has also provided NATO countries with the opportunity to exchange views and seek consensus on important issues having a direct bearing on the East-West relationship.

Canada's defence commitment to NATO is based on the premise that in contributing to the direct defence of Europe, Canada is also contributing indirectly to the defence of Canada. NATO relies on a strategy of defence and deterrence based on a triad of intercontinental and theatre nuclear forces and conventional forces. While a decision on the acquisition of a new fighter aircraft was postponed until the early part of 1980, arrangements for the procurement of new equipment for Canada's defence forces progressed satisfactorily in 1979 with the completion of the delivery of the Leopard main battle tanks, the entry into service of the first of the new armoured personnel carriers, and the initial testing of the first Aurora long-range patrol aircraft destined for Canada. Further refinement was also carried out on the submissions by five consortia competing for the design contract for six patrol frigates.

The NATO consultation process provides member nations with the opportunity to discuss major initiatives designed to improve East-West relations. In 1979 these included the Conference on Security and Co-operation in Europe (CSCE) scheduled to be resumed in 1980 in Madrid, the Strategic Arms Limitation Talks (SALT) between the United States and the Soviet Union, and the ongoing negotiations in Vienna on Mutual and Balanced Force Reductions (MBFR). There were also meetings of national experts on a wide range of subjects, some of which extended beyond the NATO treaty area. These included regular sessions of the Committee on the Challenges to Modern Society (CCMS) and of the Science Committee. Through membership in NATO, Canada exchanged views with 14 of its major allies, including eight of the nine members of the European Community, on a variety of political, military, economic, and scientific questions.

The Under-Secretary represented the newly appointed Secretary of State for External Affairs at the May North Atlantic Ministerial Meeting in The Hague; he presented a message to the Council from Canada's Prime Minister

pledging continuing Canadian support for the Alliance. In December, the solidarity of the Alliance was again demonstrated when member nations, some of which had to take into account serious national political objections, decided unanimously to modernize NATO's theatre nuclear forces and to put forward a concrete proposal for arms control negotiations with the Soviet Union. The decision was taken at a special meeting of Foreign Affairs and Defence Ministers attended by the Secretary of State for External Affairs and the Minister of National Defence.

The North Atlantic Assembly, the interparliamentary organization of member countries of the Alliance, held its annual session in Ottawa in October. The Secretary General of NATO took the opportunity of his attendance at the session to pay official calls on members of the Government.

### **Bilateral defence co-operation**

Canada has bilateral defence arrangements with a number of its NATO partners. Those that deal with the defence of the Canada/United States region of NATO necessitate the closest consultation and co-operation between the two countries. Our primary aims are the maintenance of Canadian sovereignty and security through our contribution to the collective defence of North America.

The principal consultative body dealing with continental defence is the Permanent Joint Board on Defence, Canada/United States, which is jointly presided over by two national chairmen who report directly to their respective heads of government. During 1979, the Board examined such issues as the improvement of North American air-defence systems, contingency plans for the storage of U.S. strategic petroleum reserves in Canada and the continuing value of the bilateral defence-production and development-sharing programs.

The agreement establishing the North American Air Defence Command is examined periodically to ensure its continued effectiveness under changing circumstances. A Canada-U.S. study, agreed to in 1978 and completed during October 1979, presented for consideration by both governments a range of policy alternatives for ensuring the adequate air defence of North America over the next 20 years.

While military preparedness is an obvious priority of Canada's bilateral defence relations with the United States, military and civilian teamwork in peacetime tasks such as search-and-rescue, weather prediction and reporting, civil emergency planning and northern research are continuing activities. Anticipating civil emergencies such as the re-entry of the American Skylab which fell from orbit in mid-1979 was one such co-operative effort between civilians and members of the Canadian Forces.

### **Military training assistance**

An interdepartmental committee chaired by the Department of External Affairs administers the Military Training

Assistance Program. Where positions are available, training is provided on request for armed forces personnel of certain non-NATO countries. The program provides a wide range of training including basic officer, junior-staff and military-trades training courses. In 1979, 53 candidates from Africa and the Caribbean were trained in Canada, of whom the great majority attended officer courses.

### **Strategic Arms Limitation Talks (SALT)**

Ten years of difficult negotiations between the United States and the Soviet Union were rewarded by the signature in Vienna on June 18, 1979 of the second strategic arms limitation agreement, SALT II, a major advance in the vitally important task of seeking agreement to curtail the strategic nuclear arms race and begin the process of reducing nuclear arsenals. In 1972, the U.S. and U.S.S.R. signed an interim agreement on the limitation of strategic nuclear arms (SALT I), and in 1974 at Vladivostok, they reached an understanding on the outlines of what was to become the definitive agreement, SALT II.

The treaty must be ratified by the United States Senate, and the process of ratification was expected to be a protracted and difficult one. The first step in the procedure was completed in November 1979 when the Senate Foreign Relations Committee, after four months of hearings, forwarded the treaty to the full Senate with the recommendation that it be approved. At year's end, however, the deterioration in the East-West political climate which followed the Soviet invasion of Afghanistan suggested that early ratification was not to be expected.

As a strong advocate of the SALT process, Canada continued during the year, both in NATO and through bilateral channels, to endorse fully and to support the search for early agreement on measures that would help to limit the further growth and refinement of strategic nuclear arms and so preserve and increase the stability of the strategic balance and lessen the risk of war.

### **Mutual and Balanced Force Reductions (MBFR)**

Next to SALT, perhaps the most important East-West continuing arms control negotiations are those of the Conference on the Mutual Reduction of Forces and Armaments and Associated Measures in Central Europe (MBFR), which began in Vienna in 1973. In these negotiations, NATO and the Warsaw Pact have been seeking agreement on ways to reduce the level of the opposing forces in central Europe. As had been anticipated from the outset, many difficulties have been encountered and progress has been slow. A principal obstacle has been the failure to agree on the present size of the Eastern forces in the area which would be subject to reductions. At the end of 1979, NATO put forward a new and simplified reduction proposal, but agreement was not yet in sight.

Canada continues to believe that a mutual reduction of forces in central Europe would ease East-West tensions and



improve confidence; such a development, besides being important in itself, could lead to further progress in arms control and disarmament. Within the NATO alliance, Canada has been a consistent and strong supporter of the aims of MBFR and has participated actively in the formulation of policy and the conduct of the negotiations.

### **Theatre Nuclear Force (TNF) modernization and arms control**

One of the major issues facing the NATO Alliance in 1979 was the question of modernizing NATO's theatre nuclear forces (TNF). For over two years, the Alliance had been studying the problem of how best to counter a continuing expansion of Soviet nuclear capabilities in Europe, notably the deployment in recent years of large numbers of the new SS-20 intermediate-range multiple-warhead mobile nuclear missile and the "Backfire" supersonic bomber. As Soviet longer-range theatre weapons gained in numbers and improved in quality, those of NATO remained static, and some were becoming obsolete. At the same time the Alliance, conscious of the desirability of mutual restraints on these weapons, considered how agreed limitations on theatre nuclear forces might be negotiated with the Soviet Union.

Decisions on these questions were made more difficult by an intense and sustained Soviet diplomatic and propaganda campaign against NATO's modernization plans. The culmination of the campaign was a speech given by President Brezhnev in East Berlin on October 6, 1979 in which the Soviet leader called on NATO to abandon its modernization plans—without, however, offering in return any similar abandonment of ongoing Soviet theatre nuclear weapons programs.

At a special meeting of foreign and defence ministers in Brussels on December 12, NATO decided to proceed with plans to produce and deploy in Europe, beginning in 1983, a number of new ballistic and cruise missiles. Each new warhead thus introduced would replace an older one, with the result that there would be no increase in the total number of nuclear weapons available to NATO. At the same time, NATO ministers decided that the Soviet Union should be invited to engage in arms control negotiations seeking agreed limits on the numbers of these weapons on both sides. This offer to negotiate was officially communicated to the Soviet Union a few days later, but, in view of the intense Soviet effort to prevent a NATO modernization decision, an immediate favourable response was not to be expected.

## PART A

### Chapter 2: THE INTERNATIONAL ECONOMIC SYSTEM

#### General economic policy

Canada and the other major Western industrialized countries continued to seek appropriate policy responses to the range of interrelated economic and energy problems which persisted throughout the year, including: high rates of inflation; low rates of growth; serious unemployment; large current account deficits; low productivity; improved but still lagging investment; and reduced but potentially troublesome international payments imbalances—all of which were exacerbated by unprecedented oil price levels brought about in part by dramatic political developments abroad.

Given the economic interdependence between the developed and developing countries, the oil-importing developing countries were particularly hard hit, both directly by oil price increases, and indirectly by dampened economic activity in the developed countries. Improved cooperation with the developing countries hence assumed even greater importance for the health of the global economic system (see next chapter). Together with other countries, Canada examined the implications for both the developed and developing countries of making necessary adjustments to the structural changes taking place in the world economy, and of striking a balance between encouraging a shift of capital and labour to their most productive uses and avoiding unacceptable domestic social or economic costs, or a lapse into protectionism. Against this background, the successful conclusion of the Tokyo Round of Multilateral Trade Negotiations (MTN) in the latter part of 1979 was clearly a significant achievement: the MTN results include a worldwide reduction in tariffs of about one third, agreement on a series of important non-tariff codes, and strengthened procedures for surveillance, consultation and dispute settlement. Thus macro-economic, trade, and energy issues have become interwoven challenges for international policymakers, and this was reflected in the multilateral search for solutions during 1979.

Canada played an active role in all principal international economic meetings which took place during the year, including the Fifth United Nations Conference on Trade and Development (UNCTAD V) in Manila in May and June; the meeting of the International Energy Agency (IEA) Governing Board at ministerial level in May; the Organization for Economic Co-operation and Development (OECD) Council meeting at ministerial level in June; the Tokyo Economic Summit in June; the joint meeting of the Board of Governors of the International Monetary Fund (IMF) and

the International Bank for Reconstruction and Development (IBRD or "World Bank") in October; and the annual session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) in November. As a well-functioning trade and financial system is vital to Canada's economic well-being, Canada also continued to take part in the full range of regular and *ad hoc* multilateral economic consultations aimed at greater international cooperation. Among the examples of significant progress registered was agreement in principle on the creation of a Common Fund to support commodity price stabilization measures.

At home, international developments continued to have a significant impact on Canada's economic situation. The double-digit inflation rates faced by most of our major trading partners, together with energy, labour, and food-related cost pressures, contributed to continued inflation in Canada. On the other hand, the unemployment situation improved somewhat. Total output increased marginally, and the downward adjustment of the Canadian dollar on foreign exchange markets led to an improved competitive position in world markets. Canada's merchandise trade surplus rose to about \$4 billion in 1979; however, the rise in net payments abroad resulted in a large current account deficit for the year.

Canada's international activities and the positions adopted by Canadian representatives took full account of the domestic situation and its implications. Fundamental Canadian positions were also based on recognition that, in an increasingly interdependent world economy, satisfactory progress on shared economic problems would be achieved only by continued effort to ensure that measures endorsed internationally were realistic and equitable. For example, as a result of concentrated and sustained effort over the six years of multilateral trade negotiations held in Geneva, which were characterized by consultations with the provinces and with domestic business, labour and consumer interests, Canadian negotiators gained improved access to export markets for Canadian producers of agricultural, fisheries and industrial products. The reduction or elimination of a wide range of tariffs and the improved international discipline over non-tariff barriers will be of benefit to Canadian exporters and should encourage more efficient production in Canada.

At the OECD ministerial Council meeting in June to map a macro-economic strategy, the industrialized countries carried forward the concerted action program adopted in



1978 to stimulate sustainable and non-inflationary economic growth. The combination of policies endorsed by foreign and finance ministers at the meeting acknowledged that energy policy was an integral component of macro-economic strategy and, while the differentiated demand management elements of the 1978 program remained valid, it was agreed that they should be coupled with improvements to the supply side, especially by encouraging productive investment and facilitating structural adjustment. Ministers also welcomed the emergence of the "newly industrializing countries" (or "NICS") in the knowledge that, given appropriate economic policies on the part of both the NICS and the industrialized countries, OECD trade with the NICS should evolve over time in a balanced and mutually beneficial manner. Much of the policy discussion centred on the impact of energy supply and pricing on the world economy, and the OECD ministers were in agreement on the need to reduce energy consumption and increase production. Although in the short term there was a conflict between raising energy prices and fighting inflation, in the longer term higher energy prices would help ensure that a chronic shortage of energy did not become a permanent source of inflation.

At the Tokyo Summit in June, Canada along with other Summit participants agreed on a common strategy to attack the problems of inflation, higher oil prices and oil shortages. It was agreed that the most urgent tasks were to reduce oil consumption and to hasten the development of alternative energy supplies. In the context of the general strategy, each participating country agreed to specific oil import goals and a high level representative body was set up to review each country's progress toward meeting its commitments. In addition, regarding energy, agreement was reached at the Summit on establishing a register of international oil transactions to slow the spot market's price spiral, speeding up the development and commercial application of new energy technologies, and expanding the use of non-oil energy sources.

## Commercial policy

Trade in goods and services remains an important component of Canada's over-all economic well-being. Exports now account for 25 per cent of Canada's gross national product, up from about 20 per cent in 1975. Thus, Canada has a vital interest in ensuring that international disciplines are sufficiently effective to reinforce the resistance to increasing protectionist pressures in all countries which, if yielded to, would only impair the economic well-being of all countries. In international consultations in 1979, Canadian positions reflected our dependence on an open multilateral trading system and our interest in promoting constructive international adjustments to accommodate changing world economic conditions. The agreements and commitments emerging from the successful conclusion of the Tokyo Round of the MTN constitute a good base from

which to build. The negotiated MTN tariff concessions should contribute to an expansion in international trade, while the development and elaboration of GATT rules governing anti-dumping, subsidies/countervailing duties, import licensing procedures, government procurement, technical barriers to trade, customs valuation, and trade in civil aircraft, together with an agreement on bovine meat and a dairy arrangement, should contribute to a fairer and more liberal trading environment for the 1980s. (Canada has not accepted the Dairy Arrangement because it did not accommodate some of Canada's essential skim milk powder export requirements. Also, Canada's acceptance of the customs valuation agreement is subject to an agreed four-year delay in its implementation.) Perhaps one of the most important aspects of the MTN results, particularly for countries like Canada which may in a given instance have less economic and political leverage than some other countries, is the general strengthening of the GATT dispute settlement procedures.

During the course of 1979, Canada entered into consultations or negotiations covering a range of trade issues. Consultations were continued during 1979 with three principal suppliers of footwear to the Canadian market, the USA, the EC and Brazil, all of which were affected by the 1977 decision to impose a global quota, under Article XIX of GATT, on imports of footwear. Canada also initiated consultations under GATT Article XIX with the USA in regard to US safeguard action on industrial fasteners, and continued consultations in regard to US quotas on imports of specialty steel. Canada's first countervailing duty investigation, involving imports of subsidized baler twine from Brazil, Mexico and Tanzania, came to a satisfactory conclusion when the three exporters agreed to maintain their export prices at the level prevailing at the end of 1979, which was substantially higher than the level prevailing in 1978 when the investigation was initiated.

## Textiles and clothing

Currently, nearly all clothing imports and a significant range of textile items enter Canada under restraint. Since January 1, 1979, quotas have been administered on the basis of bilateral export restraint arrangements negotiated within the framework of the GATT Arrangement Regarding International Trade in Textiles. By the end of 1979, arrangements were in place with Hong Kong, Korea, Taiwan, the People's Republic of China, the Philippines, Macao, Thailand, Singapore, Sri Lanka, Pakistan, Poland, Romania, Bulgaria, Hungary, Brazil, and Japan. In addition, negotiations were in progress with Malaysia and India, whose exports were temporarily controlled through import quotas pending the conclusion of bilateral arrangements. Since the end of 1978, there have been no Canadian restrictions in the textile and clothing sector under Article XIX of the GATT.

## Commodities

Throughout 1979, international discussions on a broad range of individual commodities took place, particularly on commodities under UNCTAD's Integrated Program for Commodities. Of particular note was the successful conclusion of negotiations to establish an International Natural Rubber Agreement designed to stabilize natural rubber prices primarily through an international buffer stock. Negotiations to establish a new International Wheat Agreement were unsuccessful primarily due to differing views among producers and consumers on appropriate prices and stock levels. Multilaterally, at UNCTAD V, agreement was reached to launch within a framework of international cooperation detailed work on expanding the participation of developing countries in such areas as the processing, marketing and distribution of primary commodities and products.

## Energy

In 1979, the world oil supply and price situation underwent its most tumultuous developments since the Arab oil embargo precipitated the first energy crisis in 1973-74. The temporary loss of all oil exports from Iran created nervousness among oil consumers which led to unprecedented price levels by the end of the year. At the Tokyo Summit, leaders were forced to devote their attention to energy matters by these dramatic international developments. It was again not possible in 1979 to initiate any dialogue on energy among industrialized countries, oil exporters, and developing countries. In Canada, the question of access to sufficient oil supplies became an important foreign policy concern during the year.

All oil exports from Iran ceased in the first quarter of 1979 because of political turmoil in that country. Even after Iranian exports were resumed, production by that country for the year was down 44 per cent. Despite this loss, world oil production outside the socialist bloc rose about 4 per cent or 2 million bbls/day in 1979, because of production increases by some OPEC members, in the North Sea, and Mexico. Western oil consumption grew by only 2 per cent last year. However, significant commercial and governmental stock-building during 1979, equivalent to 1.2 million bbls/day of demand or 3 per cent of western world oil consumption, as well as the eagerness of purchasers to maintain access to oil supplies, were largely responsible for enabling producer countries to impose major price increases.

The average official OPEC oil rose from \$12.93/bbl(US) on December 3, 1978 to \$26.12 on December 31, 1979. This was an increase of 102 per cent in one year, and about the same in real dollars as the jump from \$2.50 to \$10 in 1973-74.

At their meeting in Tokyo in June, Canada and other Summit countries agreed on a common strategy to attack the problem of high oil prices and oil shortages by emphasizing

the reduction of oil consumption and the development of other energy sources. Specific measures included the adoption of individual goals on oil import ceilings for 1980 and 1985, and steps to bring into the open the working of the world oil markets. Summit leaders also agreed on measures to encourage the production of coal, nuclear energy, and the development of new energy technologies, the latter through the establishment of an International Energy Technology Group linked to the OECD and IEA. Canada also participated in a meeting of Summit Energy Ministers in Paris in September 1979, which implemented many of the Tokyo Summit energy decisions, and a Ministerial meeting of the IEA in December 1979, at which all 20 IEA members adopted individual oil import ceilings and a group import target for 1980 and 1985. There was also an earlier IEA Ministerial meeting in May, 1979, at which the first collective actions were taken on limiting the group's oil imports, by a goal of 2 million bbls/day in 1979, and Principles for IEA Action on Coal were decided upon.

The resumption of rapid oil price increases and concern about the availability of energy supplies for both industrialized and developing countries led to renewed calls for discussions on energy issues among oil producers and consumers. No specific forum has been designated for such discussions, but the proposal for global negotiations (on international economic cooperation for development) which emerged in the UN in the autumn of 1979 did include energy as one of the five topics for negotiation.

The increasing evidence that there would not be sufficient oil available on world markets through the course of the 1980s to meet increased demand from all quarters gave rise to concerns in Canada about future oil supplies, despite our relatively privileged position with regard to a variety of energy resources. Canada's Tokyo oil import target makes allowance for the fact that our net oil imports may grow from about 150 thousand bbls/day in 1980 to as much as 600 thousand bbls/day in 1985. Bilateral discussions on oil supply were held during 1979 with countries such as Mexico and Venezuela in an effort to increase Canadian energy security.

## International nuclear commerce and non-proliferation

As the world energy situation becomes more critical, a number of states have turned to nuclear energy to help meet their energy needs. This, in turn, results in a growing international trade in nuclear items (e.g. uranium, nuclear reactors). Canada, as a result of its possession of significant uranium resources and of a unique and proven reactor technology, participates in this commerce. In doing so, Canada has made considerable efforts to promote the evolution of an international non-proliferation regime which will minimize the risks of ("horizontal") nuclear proliferation while enabling international nuclear commerce to continue.



In its relations with the International Atomic Energy Agency (IAEA), Canada continued to support the development of the Agency's international safeguards, particularly with regard to CANDU reactors, and also contributed to the Agency's program designed to promote the peaceful uses of nuclear energy. Canadian technical experts participated actively in a considerable number of advisory groups, technical committees and international symposia in all fields of nuclear energy (e.g. environmental protection, nuclear safety, health, waste management). By these contributions and by the efforts of Canadian representatives in the Agency's Board of Governors and at its General Conference, Canada continued to demonstrate its support for the IAEA as a major component of the international structure designed to promote the peaceful use of nuclear energy while minimizing the risk of nuclear proliferation.

Canadian representatives also played an active role in the work of the International Nuclear Fuel Cycle Evaluation (INFCE) which was in the second year of its two-year lifespan in 1979. This evaluation, which had been launched in October 1978, had as one of its major objectives the task of carrying out a technical assessment of the proliferation risks associated with the different phases of the nuclear fuel cycle and of suggesting ways by which those risks might be minimized. During 1979, the eight Working Groups of INFCE assessed the information collected earlier and proceeded to prepare their final reports for submission to the Final Plenary Conference of INFCE scheduled for February 1980.

In 1979, preparations were also begun for the Second Review Conference for the Treaty on the Non-Proliferation of Nuclear Weapons (NPT) scheduled for August 1980. At that Conference, the proliferation risks associated with the nuclear fuel cycle and the means required to minimize those risks are expected to be one of the major topics of discussion. It is expected that the results of INFCE will have a significant impact on that discussion.

In 1979, Canada continued its efforts in the bilateral field to promote its nuclear trade and non-proliferation objectives. Canada carried out negotiations with Switzerland, Australia and the USA with the goal of establishing a basis for bilateral nuclear cooperation incorporating the requirements of Canada's non-proliferation policy. Also in 1979, Canada continued its dialogue with Japan and the European Community on the peaceful uses of nuclear energy and on non-proliferation matters. With regard to the former, Canada pursued its efforts to promote the CANDU reactor while, with regard to the latter, Canada carried out a consultation designed to facilitate agreement on a long-term Nuclear Cooperation Agreement in 1980 following the conclusion of INFCE. (See also Part A, Chapter 1).

### **Multilateral environmental policy**

Canada's purposes in participating in the environmental activities of the UN, the OECD and NATO include: the

enhancement of its capacity for environmental management through exchange of information on policies and technologies with other Western nations; the persistence of joint efforts to resolve environmental problems of an international character; the promotion of the development of international environmental law; and the encouragement of environmentally sound and appropriate development in the Third World. The year 1979 proved to be one of significant progress towards some of these goals.

Canada derived considerable benefit from exchanges of both policy and technical information in NATO's Committee on the Challenges of Modern Society which celebrated its tenth Anniversary in 1979. It was also a strong proponent in the OECD of a broad new program to harmonize the testing and control of toxic substances by member countries. A high-level OECD meeting on this subject, to be chaired by Canada, is scheduled for 1980.

With the UN Economic Commission for Europe (ECE) now serving as the focal point for action to implement the environmental provisions of the Helsinki Final Act, intensive negotiations took place to develop East-West cooperation on such subjects as long-range transport of air pollutants and exchange of information on low-waste and non-waste technologies. These discussions led in 1979 to the signing by most ECE member countries, including Canada, of the first international convention on long-range transboundary air pollution, a milestone in the global goal of reducing acidic precipitation.

Canada continued to provide leadership in the United Nations Environment Program (UNEP) with a view to enhancing the coordination and "catalytic" role of that organization within the UN system. It argued for a global environmental consciousness and for the need to resist the growing trend within UNEP to forsake worldwide environmental programs in favour of those affecting only certain regions of the world or segments of mankind.

In all multilateral environmental meetings, Canada stressed the need to give serious study to the environmental implications of evolving energy strategies. This concern was particularly evident at the Tokyo Summit where, at the initiative of Prime Minister Joe Clark, environmental concerns relating to atmospheric pollution were raised in the context of meetings otherwise dominated by energy-related discussions.

### **Science policy**

The international scientific activities of the Federal Government are aimed primarily at helping to ensure that Canada attains a position among the leaders of the industrialized and technologically advanced countries. This object is pursued by various means, including exchanges of information, visits of technical experts and joint research projects in collaboration with other nations—activities promoted by the Department of External Affairs in cooperation

with the Ministry of State for Science and Technology and other science-based departments and agencies.

The year witnessed a renewed and concerted effort to enhance Canada's domestic research and development activity. As greater attention was given to science and technology issues, further efforts were made to find ways of complementing domestic programs and priorities by means of international action. Progress was achieved in promoting joint activities with the EC and a number of individual countries including France, Japan and Germany, with some of whom Canada held major meetings. However, despite our best efforts (particularly in the field of Arctic science), similar progress was not made with the USSR. Canada was also active in a variety of multilateral scientific organizations. Representatives attended meetings of the OECD Committee on Science and Technology Policy, the NATO Science Committee, the Senior Advisers on Science and Technology of the ECE and the Commonwealth Science Council. Canada also participated actively in preparations for the "Scientific Forum" of the Conference on Security and Cooperation in Europe (CSCE).

Canada's relations with the Third World were another major concern, as was illustrated by its involvement in the preparations for the UN Conference on Science and Technology for Development (UNCSTD). During its proceedings Canada announced that the International Development Research Centre (IDRC) would assume a new additional role to facilitate the application of Canadian scientific capacities to the problems of the developing countries.

### **Air transport**

In addition to witnessing the formal conclusion of a new air services agreement with one of Canada's aviation partners, Argentina, 1979 was an active year for bilateral consultations and negotiations.

While the past year proved difficult for some international air carriers, with rising fuel costs and an increasingly uncertain economic environment producing slower traffic growth and generally reduced profits compared to 1978, Canadian carriers appear to have enjoyed a satisfactory year in terms of both traffic and revenue growth although profits were adversely affected by rising costs. Although the USA continued its efforts to extend deregulation of the air industry into the international arena, having seen its airline industry enjoy a boom year in 1978 when domestic deregulation was introduced, these efforts appeared to meet with diminishing success. After international consultations in which Canada took part, the USA brought to an end the proceedings it had initiated against the tariff-setting mechanisms of IATA with a decision to limit for a period of two years the withdrawal of anti-trust immunity to USA carriers operating over the Atlantic. In Canada, a significant regulatory change took place in the form of modifications to the charter regulations, promulgated at year-end after a

series of public hearings, which liberalized charter rules while maintaining the regulatory distinction between scheduled and non-scheduled air services.

The Chief Air Negotiator in the Department of External Affairs is responsible for the conduct of bilateral negotiations and draws on the Department, on Transport Canada and on the Canadian Transport Commission for assistance in setting up negotiating teams. The Department also plays an active role in the formulation of Canada's international civil aviation policy and in the establishment of negotiating positions and strategies for discussions with our aviation partners. In 1979, bilateral consultations were held with Israel, the United States, Jamaica, the Scandinavian countries and India. An October announcement by the British Government that the Canada-London operations of Air Canada and British Airways would not be shifted to Gatwick Airport from Heathrow Airport removed an obstacle to the resumption of bilateral negotiations, held in abeyance since 1978 pending clarification of the airport issue.

In the multinational sphere, Canada remained active in the technical and regulatory work of the International Civil Aviation Organization (ICAO) aimed at the development and implementation of standards of safety and facilitation. Consultations with the European Civil Aviation Conference also provided Canada with the opportunity to exchange views with partners in civil aviation over the North Atlantic, while the temporary grounding of DC10s raised concerns about the international use of Canadian airspace and the certification of aircraft.

### **Maritime and multimodal transportation**

The major developments special to 1979 in the field of maritime transport were the international consideration of shipping matters centred on and subsequent to the UNCTAD V at Manila in May and, on the domestic front, the beginning of a thorough review of Canada's shipping policy following a stated goal of the Government to work towards the gradual development of a Canadian deep-sea merchant marine.

UNCTAD V in May provided a focal point for much of the international debate on shipping issues which had been for some time a real concern for many countries. Many developing countries used the conference in an effort to further consolidate a consensus on cargo reservation systems and on the phasing out of open registries. Given the very strong opposition to these goals among most developed countries, and a few developing countries as well, little progress was made at the May conference itself, but the debate precipitated further work for Canada in UNCTAD committees and in the Maritime Transport Committee of the OECD. By the end of the year, it was apparent that cargo reservation in liner trade was likely to become a prominent feature of world shipping with the coming into force of the UN Code of Conduct on Liner Conferences. Trade between



developed countries appeared likely to remain relatively unaffected however, since the EC planned to accede to the Code only with the reservation that no cargo sharing would apply in inter-EC trade and accession to the Code by other OECD countries, including Canada and the United States, remained doubtful. Almost without exception, the developed countries continued to work through the OECD to resist any movement towards either cargo reservation in the bulk trades or the phasing out of open registry fleets (flags of convenience) and, while the developing countries continued actively to promote these goals, little progress had been made by the year's end.

Considerable work continued to be dedicated to the very difficult task of trying to work towards the development of a common policy for all OECD countries on maritime transport with non-OECD countries.

Canada continued to play an active role in IMCO (the Intergovernmental Maritime Consultative Organization), which is a less contentious forum than UNCTAD since its major aims have been less evidently political in the establishment of standards relating to—and the formulation and implementation of international conventions on—marine safety and protection of the maritime environment. Canada was elected as a member of the IMCO Council (the organization's executive body) in November and Canada's representative was elected Chairman of that Council for the coming biennium.

On the domestic side, considerable effort was devoted to studying ways and means of promoting the gradual development of a deep-sea merchant marine, which was set out as government policy in mid-year. While much work had been done by year-end, analyses were not complete and recommendations to Cabinet had not yet been made.

In other areas of transportation, Canada continued to be active. In the first session of the UN Conference on a Convention on Multimodal Transportation, held in November after years of preparatory work, international agreement on a convention remained elusive and the conference was adjourned until mid-1980. Canada also continued to take part, depending on the relevance of the specific subject matter, in a wide range of technical conferences and meetings held under the auspices of the OECD, the ECE, the European Council of Ministers of Transport and other international organizations and agencies.

### **Space and communications**

Canada continued to be actively involved in the work of the UN Committee on the Peaceful Uses of Outer Space (UNCOPUOS). The first session of the Working Group of Experts on the Use of Nuclear Power Sources in Outer Space, established at the initiative of Canada, took place in February 1979, and produced a report which outlined the conditions under which this type of power source could be used safely. The UNCOPUOS also took the decision to hold the Second UN Conference on the Exploration and Peaceful

Uses of Outer Space, which is expected to take place in late 1982.

On January 1, 1979, Canada became a Cooperative Member of the European Space Agency and during the year attended various meetings of the Agency in order to identify those programs in which to participate. Active cooperation continued with the US National Aeronautics and Space Administration (NASA), including a number of bilateral meetings. Canada became a member of the International Maritime Satellite Organization (INMARSAT) which came into being in July for the purpose of providing maritime vessels with satellite communications.

Work continued in the OECD on the preparation of Guidelines on the Transborder Flow of Personal Data and the Protection of Privacy. The Guidelines are expected to be completed by mid-1980.

The most significant event of the year in the field of communications was the World Administrative Radio Conference (WARC), which took place in Geneva September 24-December 6. Canada participated actively in the WARC and officials were generally satisfied with its outcome.

### **Investment, intellectual property and competition policy**

Canada's active involvement in multilateral consideration of investment issues stems from the important part foreign direct investment plays in the Canadian economy and from a continuing interest in the role of multinational corporations (MNEs) in national and international development. Within the OECD framework, Canada was involved in the review of the 1976 Declaration on International Investment and Multinational Enterprises which resulted in ministers from member states reaffirming their countries' commitment to the Declaration. The next review of the Declaration and the accompanying Guidelines for MNEs will take place in 1984. The focus of the OECD's work in this area during the next year will be on incentives and disincentives to investment.

Preparations for a diplomatic conference on the revision of the Paris Convention for the Protection of Industrial Property continued throughout 1979. The conference was scheduled for February 1980.

With respect to competition policy, efforts in the OECD to promote intergovernmental co-operation in dealing with restrictive business practices centered on fact-finding and the exchange of information.

### **Export financing policy**

Canada took part in continuing consultations among industrialized countries for the purpose of lessening unnecessary competition in officially supported export credit. All members of the OECD except Iceland and Turkey continued to adhere to the guidelines on export

credits. Canada continued to be a participant in the arrangement, despite serious shortcomings from this country's point of view, because it represented a continuation of the attempt to maintain some international discipline in the field of credit competition.

Canada was also a participant in the informal "Club of Paris" which, in cases of serious arrears in the servicing of officially-supported credits, has brought creditor and debtor states together to discuss the most effective means of repayment. During 1979, Canada participated in Club of Paris meetings with Sudan and Zaire. Canada also attended

the Working Party of the OECD Consortium on Turkey chaired by the Chairman of the Paris Club.

Canada signed foreign investment insurance agreements during the year with Cameroun, Senegal, Rwanda and Yugoslavia designed to provide a procedural framework for solving problems of foreign-investment insurance. These brought to 28 the number of agreements of this sort between Canada and other countries. By the end of the year, discussions on similar agreements were under way with another 21 states.





## PART A

### Chapter 3: NORTH-SOUTH RELATIONS

Problems in the world economy and their severe effect on developing countries had a marked influence on the North-South dialogue during 1979.

Two events were particularly noteworthy in 1979 in furthering the dialogue: the agreement in principle on the creation of a Common Fund to support commodity stabilization measures and the decision to launch a new round of global negotiations relating to international co-operation for development. In addition, progress was achieved in the discussions on numerous issues involved in the North-South dialogue in a variety of international forums. Primary among these was UNCTAD V, held in May in Manila. Canada participates actively in these discussions through our membership in the institutions forming part of the United Nations, through the Commonwealth and la Francophonie and through bilateral relations.

Developing countries in 1979 advocated the launching of a new round of global negotiations. These negotiations would treat issues in the areas of raw materials, trade, energy, development, and money and finance in an integrated manner. Complementary work was also begun to lay the formation for the new United Nations International Development Strategy for the Third Development Decade.

#### UNCTAD V

The fifth session of the United Nations Conference on Trade and Development (UNCTAD) held in Manila May 7 to June 3, 1979 addressed the major issues making up the North-South dialogue.

Participants had before them a very wide-ranging agenda covering such areas as commodity trade, MTN, aid, shipping, monetary and financial relations and the transfer of technology, and it is not surprising that they failed to reach agreement on the full spectrum of the demands of developing countries.

Despite the view of the developing countries that the Conference failed to make progress in the North-South dialogue, there were nevertheless some positive results. Some twenty-three resolutions were passed by consensus, including promotion of special measures to help the poorest countries and a re-affirmation by all countries of their commitment to resist protectionism. The Conference, however, had the effect of underlining the increasing differences in levels of economic development and interests among the developing countries and making it evident that indus-

trialized countries will need to respond to the specific needs of developing countries with different policies suited to meet their particular problems.

#### The Common Fund

In March 1979, after three Negotiating Sessions under the auspices of UNCTAD, a compromise was reached among the participating countries and a framework agreement setting out the fundamental elements of a Common Fund was concluded. Within the North/South dialogue, considerable importance was attached to the agreement, particularly as it came just prior to UNCTAD V. The Common Fund is to have two main functions: (1) to contribute to the financing of international buffer stocks provided for in international commodity agreements; and (2) to finance commodity development measures, such as research and development and market promotion. In the fall of 1979, negotiations were resumed in order to draw up the Common Fund's Articles of Agreement.

#### Development assistance

Canada's development assistance program during 1979 reached a total-disbursement level of \$1.241 billion. Bilateral disbursements continued to be concentrated on the poorest countries, in accordance with one of the principal objectives set out in the Strategy for International Development Co-operation 1975-80. Canada's contributions to a number of leading multilateral institutions, such as the World Bank, regional development banks and the United Nations Development Program (UNDP) totalled \$500 million. Food-aid expenditures during the fiscal year totalled \$187 million.

Canada participated in various international meetings designed to bring about improvements in development co-operation and in the development environment. These included UNCTAD V, the World Conference on Agrarian Reform and Rural Development, the World Food Council meeting held in Ottawa in September, and continuing discussions about a new International Development Strategy. Mention must also be made of the lead role played by Canada in the negotiations concerning participation by non-regional members in the African Development Bank. Throughout the year, the department was active in preparation for and participation in the first preparatory meetings of the third International Development Strategy.

## Commonwealth technical co-operation

The Commonwealth Fund for Technical Co-operation (CFTC), the most important program managed by the Commonwealth Secretariat, provides technical assistance—advice, experts and training—to Commonwealth developing countries. Its resources—expertise and training facilities as well as money—are contributed by both developed and developing countries, the latter being both donors and recipients.

Canada has been among the strongest supporters of the CFTC since it was set up in 1971, and considers it an effective instrument of development co-operation. We have normally contributed over 40 per cent of the Fund's resources, and Prime Minister Clark announced at the Heads of Government Meeting in Lusaka in August 1979, a contribution of \$8.8 million in 1979-80 and \$10 million in 1980-81.

A Commonwealth Fund for Mozambique was set up in 1976 with a target of \$1 million, to which Canada has contributed \$400,000, to finance a program of technical assistance to that country to compensate for financial sacrifices consequent upon the closing of its border with Rhodesia. Assistance available to Mozambique through the Fund may continue to be required for some time following the independence of Zimbabwe.

## Trade

A major objective of the developing countries remains to increase their share of world industrial production and exports, by obtaining improved access to the markets of developed countries and an acceleration of the structural adjustment process on a global basis. In recent years, the developing countries, and particularly the so-called "newly industrializing" among them, have demonstrated an increasingly competitive position in certain sectors of international trade. However, given the recent downturn in global economic activity, they share the general concern about growing protectionist pressures. Moreover, the problems of the least developed countries remain acute, compounded by an accelerated oil import burden.

The conclusion in 1979 of the Multilateral Trade Negotiations (MTN) represented a major achievement in sustaining an open, global trading system. Gains in the developing countries included the advance implementation of non-reciprocal tariff reductions on tropical products. More generally, for those products not already covered by the developed countries' Generalized System of Preferences, the developing countries will benefit from tariff concessions exchanged by the major industrialized trading nations on a Most Favoured Nations basis. Additionally, the various non-tariff agreements concluded during the meeting contain special provisions more favourable to developing countries, and the enabling clause of the MTN framework agreement includes a new obligation to notify and, upon request, consult with any interested GATT Contracting Party wher-

ever special or differential treatment in favour of developing countries is to be introduced or notified.

While the meeting represented a very significant achievement, there remain a number of important North-South trade issues on the international agenda. Prominent among these are the continuing negotiations within the GATT on safeguards issues: ie. the conditions and disciplines within which temporary safeguard action can be taken in the face of injurious import competition. Related to concerns about protectionist pressures is the complex subject of structural adjustment, a major issue in the North-South context and one being addressed in a number of international forums.

## Activities of multinational enterprises

Canada is a member of the UN Commission on Transnational Corporations and participated in the work on a code of conduct which continued throughout the year. Developing countries advocate a legally binding code regulating the activities of corporations but without reference to governmental responsibilities. Canada would rather see a code providing a broad framework of balanced expectations and responsibilities for both governments and corporations.

Canada also participated in the UNCTAD Conference on Restrictive Business Practices (RBPs) held in November. The purpose of the Conference was to adopt a set of principles and rules, some addressed to governments, others to enterprises, for the control of such RBPs as price fixing, tied selling, volume restriction, market allocation and refusing to sell. Many developing countries believe that private enterprises have injured their development by raising import prices and limiting opportunities for export. The Conference was inconclusive and a resumed session will be held in April, 1980.

## Transfer of technology

The developing countries have been pressing for some time for the adoption of an International Code of Conduct on the Transfer of Technology which would lead to an increased international flow of technology on terms and conditions more favourable to them. Canada's view is that an increased international flow of technology would be to the benefit of all and that a code which would establish acceptable, universal standards of conduct may serve the useful purpose of creating a more predictable, and thus in an important sense more favourable international environment for the transfer of technology. A diplomatic conference on this subject is scheduled to take place in Geneva in April, 1980 and it is expected that a code will be adopted at that time.

Canada also played an active role at the UN Conference on Science and Technology for Development, in August 1979, and the subsequent follow-up meetings designed to strengthen the scientific and technological capacity of developing countries.



## **Industrial co-operation policy towards developing countries**

During recent years, a new pattern has appeared in the conduct of international trade. In contrast to isolated transactions involving relations between buyer and seller, there has been a growing tendency for firms to pool their capabilities in common industrial endeavours. These arrangements typically cover sets of complementary activities and often extend across the entire spectrum of capital-formation, research and development, financing, production, marketing and distribution.

Within Canada, increasing attention has been given to the stimulation of industrial co-operation between Canadian firms and those of Canada's trading partners to achieve a number of the government's purposes, including: upgrading exports; providing Canadian firms with the most modern technologies; rationalizing the manufacture of Canadian products through the expansion of markets; and helping Canadian firms with insufficient resources to become established in international markets. Increasingly, industrial co-operation is being incorporated into trade and economic co-operation agreements negotiated with some of Canada's trading partners.

## **International financial institutes**

In a world of complex economic problems and greater interdependence, developing countries find that their balance of payments position as well as their growth and development are increasingly dependent upon the world

financial and monetary system, in which the International Monetary Fund plays a key role. Canada has participated actively in promoting flexibility in the operations of the International Monetary Fund to permit the establishment of a number of special facilities for developing countries.

In 1979, Canada participated in the negotiations on the recently approved capital increase of the World Bank and the sixth replenishment of resources of its soft-lending affiliate, the International Development Association (IDA). This will result of course in a substantial increase in the flow of resources to developing countries over the next few years. For instance, it is expected that IDA will make available to its borrowing members, the poorest developing countries, approximately \$12 billion U.S. over the years 1981 to 1983.

## **Global negotiations**

Following on an initiative at the Non-Aligned Movement meeting in Havana in September, a proposal for a new round of global negotiations on international economic co-operation for development was adopted by the United Nations General Assembly in December 1979. To be launched by the eleventh special session of the General Assembly in August, 1980, global negotiations will deal with issues in the areas of raw materials, energy, trade, development, and money and finance. Designed to provide impetus to the North-South dialogue, these negotiations will likely be a major focus of international discussion of economic issues during the next few years.



## PART A

### Chapter 4: THE RULE OF LAW AND CONCEPTS OF RIGHTS

#### Law of the Sea Conference

The eighth session of the third United Nations Conference on the Law of the Sea convened in Geneva from March 19 to April 27, 1979 and in New York from July 19 to August 24, 1979.

The challenge facing delegates at Geneva was to make sufficient progress on the issues left outstanding at the end of the seventh session in 1978 to warrant the issuance of a revision of the Informal Composite Negotiating Text (ICNT), the basic negotiating document of the Conference. In the event, it proved possible to reach this critical benchmark of progress and the ICNT/Rev 1 of April 28, 1979, reflected additional areas of consensus on many issues.

The ICNT/Rev 1 incorporated new or amended articles which are key components of the prospective global oceans regime. These relate to sea-bed mining issues, the definition of the outer edge of the continental margin, rights of access by land-locked and geographically disadvantaged states to the living resources of economic zones in the same region or sub-region, settlement of disputes concerning the exercise of coastal state sovereign rights over fisheries in the economic zone, and protection of the marine environment.

The starting point for the second part of the eighth session in New York was the ICNT/Rev 1 and a determination to build on the substantive progress achieved at the Geneva session. The key objectives were to resolve all the outstanding issues relating to the non-sea-bed mining issues and to narrow the remaining differences regarding the sea-bed regime in order to prepare the way for concluding the Conference in 1980. While not all the outstanding non-sea-bed issues were resolved, some important ones were settled and the extent of differences was reduced on nearly all problems still before the Conference. Accordingly, it was decided that the Conference should move at its ninth session in 1980 into its final decision-making process.

The area in which the greatest amount of work remains to be done at the Conference is the creation of an international regime for the regulation of exploitation of the resources of the deep-sea-bed. 1979 saw a great deal of progress in this area, especially in the drafting of provisions concerning the transfer of technology, financial arrangements (financial terms of sea-bed mining contracts and the financing of the Enterprise, the "operating arm" of the proposed International Sea-Bed Authority) and the composition of and

voting in the Authority's Council. However, much work remains before these and other contentious issues can be fully resolved. Of particular importance to Canada was the inclusion in the ICNT/Rev 1 of a nickel production ceiling (based on the formulation agreed *ad referendum* by Canada and the U.S. in 1978). The ceiling is designed to relate future sea-bed mining to projected growth trends in nickel production. It is intended to protect land-based mineral producers against disruption of their mineral markets as a result of sea-bed mining production. Potential sea-bed producing states, however, have demanded that a provision guaranteeing a certain minimum amount of sea-bed production, irrespective of growth rates, be included in the ceiling formulation. Land-based mineral producing states (including Canada) continue to resist this proposal strongly.

Another major Canadian concern has been to secure recognition at the Conference of its sovereign rights (as a coastal state) over the resources of its continental shelf to the edge of the continental margin, including those areas where the margin extends beyond 200 miles. This objective was largely achieved in 1979 with the inclusion in the ICNT/Rev 1 of a compromise definition of the continental shelf based, in large part, on a proposal co-authored by Canada and Ireland. As part of the negotiating process at the Conference, it has been accepted that consensus on the continental shelf definition would require a system of payments and contributions to the international community equal to a certain percentage of revenues derived from the exploitation of non-living resources of the continental margin beyond 200 miles. Thus the inclusion of a revenue sharing provision in the ICNT/Rev 1 received a good measure of support at the beginning of the session in New York. However, several delegations recorded their views that the 7 per cent figure was too low (mainly the land-locked and geographically disadvantaged and developing states) or too high (Canada and other broad margin states). Some delegations (including Canada) also referred to the need for some kind of limitation to restrict the potential financial burden in respect of exploitation in very deep, distant and cold waters.

Another significant development at the eighth session was the inclusion in the ICNT/Rev 1 of a compromise text (negotiated at the seventh session) concerning the sharing by land-locked and geographically disadvantaged states of that part of the living resources of the exclusive economic zone of their regions and sub-regions surplus to the needs of



coastal states. While this text requires a number of clarifications, its inclusion in the revision represented an important development towards a solution to one of the most difficult questions at the Conference.

The Conference, at the eighth session, did not succeed in reaching agreement on a new provision concerning lateral delimitation of economic zones and continental shelves. But the partisans of both equidistance (including Canada) and of equitable principles seemed willing to continue efforts to find a compromise formulation. This factor, coupled with the consensus that was achieved on a new paragraph on the provisional measures to be taken during the period pending agreement, lends credence to the belief that this issue might have a better chance to be settled at the last stage of the Conference. In the meantime, however, the delimitation formula in the revised ICNT remains as originally drafted and heavily favours the "equitable principles" approach at the expense of the pre-existing "equidistance-median-line special-circumstances rule" of international law.

One of the main developments of the Geneva part of the eighth session was the achievement of virtual consensus that work on the provisions relating to the protection and preservation of the marine environment and the development and transfer of marine technology had been completed. Of particular importance to Canada is an article recognizing the right of states to adopt special provisions for the protection of the marine environment in ice-covered waters, thus providing important evidence of the developing international acceptance of action taken by Canada in adopting the *Arctic Waters Pollution Prevention Act* of 1970.

In New York, discussions on marine environment matters focused exclusively on the outstanding issues relating to marine scientific research on the continental shelf. While most delegations could accept the provisions in the ICNT/Rev 1 dealing with this subject, some sought changes in order to accommodate a state wishing to undertake research operations beyond the 200 mile zone. There was also a proposal to amend provisions for the settlement of disputes relating to the interpretation of these specific articles. Time did not permit full attention to be given to the suggested compromise texts and the matter will be reviewed at the ninth session.

As of the end of the second part of the eighth session, the number of "hard core" issues to be resolved had been reduced and the extent of divergences on those remaining narrowed. Much work, however, remains to be done before the negotiations can be completed. Canada remains committed to a successful conclusion to the negotiations, which will ensure protection for its mining and maritime interests and will guarantee orderly and lawful utilization of the oceans.

## International fisheries and maritime boundaries

Major changes have taken place in the legal status of the world's oceans during the last decade, as a result of developments at the Third United Nations Conference on the Law of the Sea and the extension of the maritime jurisdiction of coastal states. One of the most significant changes for Canada has been the extension of its fisheries zones from 12 to 200 miles on January 1, 1977.

The year 1979 was the third year of Canada's new fisheries regime. Ten long-term bilateral fisheries agreements signed between 1976 and 1978, with states which have traditionally fished in the east coast waters which are now included in Canada's fishery zone, regulate the major element of our bilateral fisheries relations. Of these, only the European Economic Community, which now acts on behalf of all its member states in the fisheries field, did not have a long-term bilateral arrangement with Canada at the beginning of 1979. This situation, however, was partially rectified with the signature on June 28, 1979 in Brussels of a Fisheries Agreement for 1979. That Agreement established a framework for the Canada-EEC fisheries relationship similar to those set out in the above-mentioned bilateral fisheries agreements. Included in the 1979 Agreement are provisions permitting the regulation of fishing activities conducted by vessels of EEC member states off the Canadian east coast. The Agreement also sets a limit on the catch of salmon in the waters off West Greenland, thereby assisting Canadian efforts to manage more effectively the Canadian east coast salmon fishery. (Approximately one-half of all salmon found off West Greenland is of Canadian origin.)

Canada, however, was not content with a one-year Agreement with the EEC and, in December 1979, both sides agreed to extend the 1979 Agreement into 1980 and to resume negotiations early in the year with a view to concluding a long-term fisheries agreement as soon as possible. Such an agreement would have to provide for significant commercial benefits for Canadian fish products imported into the EEC.

In separate discussions, Canada and France agreed to extend for a year the interim fisheries arrangements applied in 1979 in the area off St. Pierre and Miquelon, pending delimitation of maritime boundaries in that region.

Throughout 1979, the International Commission for the Northwest Atlantic Fisheries (ICNAF) and the Northwest Atlantic Fisheries Organization (NAFO) co-existed in a transitional arrangement until the coming into force of the NAFO treaty for members of ICNAF who had signed the new agreement. By December 31, 1979, ICNAF ceased to exist and all of its former members, with the exception of Spain and the United States, had joined NAFO. The replacement of ICNAF was necessitated by the need to establish a new basis for the international management of fisheries in the area beyond and immediately adjacent to the 200-mile fishing zones established by coastal states in the

Northwest Atlantic. The Convention on Future Multilateral Co-operation in the Northwest Atlantic Fisheries, establishing NAFO, was the result. It requires that Canadian fishermen be given special consideration in the allocation of fish stocks on the Grand Banks and Flemish Cap beyond the Canadian 200-mile limit in recognition of the responsibility Canada has assumed over the years for surveillance and inspection in these areas and the dependency of Canadian coastal communities on these stocks. NAFO got off to a good start in 1979, and it is expected that it will play a valuable role in the Northwest Atlantic in future years.

The practical and legal complexity of the maritime boundary and fisheries problems between Canada and the U.S. greatly increased in 1976 and 1977 when the U.S. and Canada, respectively, created 200-mile fishing zones adjacent to their coasts. Because of overlap in the claimed maritime zones in the boundary areas and problems related to management of transboundary fish stocks, the two governments entered into negotiations aimed at resolving jurisdictional differences by means of a comprehensive boundary and fisheries treaty applicable to the Atlantic, Pacific and Arctic coasts. These negotiations were pursued from 1977 to 1979.

Resolution of the west coast and Arctic boundaries dispute, as well as agreement on a comprehensive west coast fisheries treaty, did not prove possible. However, on March 29, 1979, two agreements were signed on (1) east coast fisheries and (2) submission of the Gulf of Maine maritime boundary to third party adjudication. The March 29, 1979 treaties—the east coast fishery agreement and the boundary adjudication agreement—are inextricably linked so that neither can come into force without the other. At the present time, neither Canada nor the U.S. has ratified them. While hearings were anticipated in the U.S. Senate during 1979, to date these have not been held.

Canada and the U.S. also signed two west coast fisheries agreements on March 29, 1979. The first is a Protocol amending the Canada-U.S. Halibut Convention of 1953, taking into account the situation pertaining after the respective extensions of fisheries jurisdiction to 200 miles. Limits are set on the halibut catch by Canadian vessels until March 31, 1981, with specific provision as to the amount and location of the catch. The second agreement gives provisional effect to the Halibut Protocol, pending its ratification and regulates the catch of groundfish by U.S. vessels in Canadian west coast fisheries waters until March 31, 1981. Limits are imposed both in respect of the timing and amount of the catch.

During 1979, Canada and the U.S. continued to pursue bilateral negotiations towards a west coast salmon interception agreement which would establish effective mechanisms to ensure that both nations benefited from their own salmon conservation and enhancement programs.

During the year, increasing international interest also focused on the need for more effective conservation of

Atlantic salmon. Canada prepared a draft international convention designed to assist in realizing this objective. The draft is based on the anadromous species principles developed at the United Nations Law of the Sea Conference. The text was transmitted to the U.S. and to the EEC for their comments in late 1979. It is expected that officials of Canada, the U.S. and the EEC will meet early in 1980 to examine whether a common approach to international conservation of Atlantic salmon can be developed. Given the general agreement that international efforts appear to offer the most efficacious solution to the problem, the prospects for a successful meeting appear to be good.

## Environmental law

During 1979, the break up of the British registered oil tanker *Kurdistan* in the Gulf of St. Lawrence in March and the capsizing and eventual sinking of the Panamanian-registered ore carrier *Lee Wang Zin* off the coast of British Columbia in December again highlighted the need for a more effective environmental regime to protect the oceans from pollution.

Canada was active at the bilateral and multilateral levels in efforts to enhance marine environmental protection. A Canada-U.S. Vessel Traffic Management Agreement for the West Coast Juan de Fuca Region was signed in December 1979, making mandatory for all vessels navigating in the Strait of Juan de Fuca a traffic management-traffic separation scheme designed to promote the safety of navigation and the protection of the environment in the region. On the east coast, Canadian and Danish officials concluded, in July 1979, a revised Canada-Denmark Marine Pollution Contingency Plan providing for the development of appropriate preparedness measures against pollution incidents resulting from off-shore hydro-carbon exploration or extraction under Canadian or Danish jurisdiction. A bonding arrangement was developed by the Canadian Government to provide access to compensation by potential Danish claimants in the event of damage resulting from a pollution incident in Canadian waters. Arrangements for potential Canadian claimants had already been put in place by the Danish Government. Information was also exchanged relating to oil exploration activities on both sides of the Davis Strait and regarding proposals to transport liquefied natural gas by ship from the islands of the Canadian Arctic along the Greenland coast of Davis Strait.

Multilaterally, Canada continued to press at the Law of the Sea Conference for improvements in the revised Informal Composite Negotiating Text. Most of the Conference work on the protection and the preservation of the marine environment has been completed, establishing for the first time an umbrella treaty of environmental law as sought by Canada, including special provisions which would serve to protect the environment in the ice-covered waters of the Canadian Arctic. Discussions at the Conference in terms of environmental matters are now focusing exclusively on the



outstanding issues relating to marine scientific research on the continental shelf.

Canada also participated in the work of the various committees of the Inter-Governmental Maritime Consultative Organization (IMCO), notably the Marine Environment Protection Committee, the Maritime Safety Committee and the Legal Committee. With respect to the latter, a major portion of its work was directed to developing further draft articles for an eventual Convention on Liability and Compensation for Pollution Damage from the Carriage of Noxious and Hazardous Substances by Sea. In addition, Canada also participated actively in the third and fourth sessions of the United Nations Environment Program (UNEP) Working Group of Experts on Environmental Law, which is conducting a study into the legal aspects of offshore mining and drilling carried out within the limits of national jurisdiction.

Canada was also active in 1979 in the field of air pollution control. In November 1979, Canada signed the Convention on Long-Range Transboundary Air Pollution which had been prepared by the United Nations Economic Commission for Europe, a 35-nation regional grouping which includes the countries of Eastern and Western Europe and North America. The Convention is the first international agreement dealing with acidic precipitation. Parties to the Convention undertake, *inter alia*, to endeavour to develop policies and strategies to limit and as far as possible reduce and prevent air pollution. Bilaterally, Canada and the United States announced, in July 1979, the intention of both governments to enter into formal discussions on a co-operative agreement on air quality, and listed a number of principles to be addressed in elaborating such an agreement.

There were a number of additional developments with respect to Canada/United States environmental relations. In January 1979, Canada signed a Protocol amending the 1916 Convention for the Protection of Migratory Birds in Canada and the United States. Canadian officials also began to examine the elements that should be included in an agreement for the protection of migratory caribou in the Alaska-Yukon region with a view to entering into discussions with the United States Government which could lead to the conclusion of an agreement. Canadian officials reviewed U.S. proposals to begin oil exploration activities in the Georges Bank area. Legal aspects of joint co-operation in weather modification research were also examined.

In addition, Canada participated in the elaboration of draft provisions on the international legal aspects of weather modification at a joint WMO-UNEP meeting in Geneva in September. These draft provisions will be considered by the Eighth UNEP Governing Council scheduled to meet in Nairobi in April 1980.

## Outer space law

The United Nations Committee on the Peaceful Uses of Outer Space and its Scientific and Technical and Legal Sub-committees made progress on a number of issues in 1979.

The most significant of these, from the Canadian point of view, was the use of nuclear power sources in outer space. After the return to earth of the Soviet satellite Cosmos 954 (see below), and as the result of a Canadian initiative in 1978, discussion of the nuclear power source question commenced at the 1979 sessions of the two sub-committees of the UN Outer Space Committee. A special working group was established to study the technical aspects of the use of nuclear power sources and report to the Scientific and Technical Sub-committee. At its 1979 session, the parent committee agreed that the legal aspects of the question were to be considered by the Legal Sub-committee. It is hoped that ultimately the Committee will be able to reach agreement on a set of guidelines or principles for the use of nuclear power sources in space objects.

It is also noteworthy that the Committee completed the negotiation and drafting of the *Agreement Governing the Activities of States on the Moon and other Celestial Bodies* (Moon Treaty). The Agreement was adopted by the United Nations General Assembly at its thirty-fourth session and opened for signature on December 18, 1979. Canada supported the development of this Agreement and is now considering becoming a party. A key feature of the Agreement is a provision which states that the natural resources of the moon and other celestial bodies within the solar system are the "common heritage of mankind". An international regime reflecting that principle is to be established when the exploitation of those resources becomes feasible. It is of interest to note that the "common heritage" principle is figuring prominently in the current Law of the Sea debates with respect to exploitation of seabed resources.

The two other important questions under discussion at the UN are direct broadcast satellites (DBS) and remote sensing. For several years, the Outer Space Committee and its sub-committees have been considering the development of principles in these two areas. However, lack of agreement on certain fundamental points (e.g. consent of a state to be the subject of remote sensing or direct broadcasting by satellite; dissemination of remote sensing data) has, as in previous sessions, prevented the Committee from making progress in this area in 1979.

## COSMOS 954: consequences of the incident

The crash of a spacecraft on Canadian territory on January 24, 1978 raised two main legal issues: first, the claim for the damage suffered by Canada and, secondly, the establishment of a new set of rules governing the use of nuclear power sources in space so as to ensure better protection of the human environment.



On January 23, 1979 the Secretary of State for External Affairs, Don Jamieson, presented to the Soviet Ambassador in Ottawa a claim for an amount slightly over \$6 million in respect of the damage caused to Canada by the crash of the satellite Cosmos 954 on Canadian territory. On March 15, 1979 the Canadian government submitted the last pieces of documentation in support of its claim.

The damage suffered by Canada resulted from the scattering on Canadian territory of dangerous radioactive debris from the satellite, and from the presence of such debris in the environment, rendering the affected part of the territory unusable. The Canadian claim is based on international agreements and the general principles of international law. Among the applicable international agreements, the *Convention on International Liability for Damage Caused by Space Objects*, adopted in 1972 under the aegis of the United Nations, is one of the most important. Under this Convention, the existence of damage of spatial origin automatically entails the liability of the launching state, which must pay appropriate compensation to the state which has suffered the damage. The Soviet Union indicated at the beginning of 1980 that it was prepared to begin negotiations on the claim submitted by Canada.

Following the crash of the Cosmos 954 satellite on Canadian territory, Canada has become an ardent promoter in the UN of the adoption of new standards governing the use of nuclear power sources in space. Within this framework, a working group has been formed and is actively studying the technical implications of the question. In parallel, a UN subcommittee has begun to conduct a review of the legal system in force in order to adopt new measures should this prove necessary. The purpose of this work is to ensure greater security in the face of a growing use of nuclear energy in space, and to better protect states which will have to deal in future with incidents similar to that which occurred in Canada.

### **International legal measures against terrorism**

At the United Nations in 1979, the examination of measures to deal with terrorism was continued in two special committees set up by the General Assembly: the Ad Hoc Committee on the Drafting of an International Convention on the Taking of Hostages and the Ad Hoc Committee on International Terrorism. Canada was a member of both committees.

At its third session in 1979, the Ad Hoc Committee on Hostage-Taking all but completed the text of a draft convention. At the thirty-fourth session of the General Assembly later that year, a working group was established by the Sixth (Legal) Committee to put the final touches on the text. It was subsequently adopted without a vote and opened for signature on December 18, 1979.

The main feature of the Convention is a provision requiring states to prosecute or extradite alleged hostage-takers within their jurisdictions. The instrument also defines

the offence from the international perspective and obliges states to ensure that it is "punishable by appropriate penalties which take into account the grave nature of those offences".

One of the most difficult aspects of the Convention was the provision relating to the Geneva Conventions of 1949 for the protection of victims of armed conflict and the 1977 Protocol to the Conventions. Since these instruments also made hostage-taking an offence (in a situation of armed conflict), it was agreed that the new convention would not apply to a particular act of hostage-taking in cases in which the Geneva Conventions applied.

Canada was from the beginning a strong supporter of the idea of a convention against hostage-taking and the Canadian delegation participated actively in the negotiation of the text in the three sessions of the Ad Hoc Committee as well as the thirty-fourth General Assembly. The necessary amendments to the Criminal Code are now being prepared so that Canada will be in a position to ratify the Convention.

The Terrorism Committee was unable to achieve any really substantial progress because of a lack of consensus on the dimensions of the problem. Although it had a mandate to consider both causes of and measures to deal with terrorism, there was a difference of view on which of these two issues should receive priority. The non-aligned (and to some extent the Socialist) delegations tended to emphasize causes while the Western group attached more importance to consideration of measures to combat terrorism.

At the conclusion of its third session in 1979, the Ad Hoc Committee adopted a text which was a mixture of the two elements described above. Canada, like most other Western countries, could not support the text adopted at the thirty-fourth Session of the General Assembly because of political references to certain types of "state" terrorism, the causes of terrorism and proposed action by the Security Council to consider the use of sanctions (under Chapter VII of the Charter) against regimes which by their policies foster terrorism. However, the resolution was not without positive elements, the most important being an "unequivocal" condemnation of terrorism, the strongest language against terrorism ever employed in a UN document.

As the item on terrorism was postponed to the thirty-sixth session of the General Assembly (1981) and with the completion at UNGA 34 of the hostage-taking convention, it is not expected that there will be any significant developments at the UN on this question in 1980.

### **Human rights**

In 1979, human rights became an increasingly important aspect of Canadian foreign policy. Canada continued to pursue a number of international initiatives in the field of human rights. During Canada's second consecutive term of membership on the UN Commission on Human Rights, the Canadian representative was elected chairman. The 1979

session of the Human Rights Commission was marked by increasing politicization of proceedings, particularly in light of the Indochina situation. Nevertheless, the Canadian delegation took important initiatives in the area of disappeared persons and the mass exodus of refugees caused by gross human rights violations, which will be considered further at the 1980 session. There were some successes, namely the adoption of resolutions dealing with a proposed declaration on religious intolerance and a convention on torture. A Canadian draft resolution on the human rights situation in Democratic Kampuchea was discussed but not voted on; the matter will be raised again at the next session. The Commission adopted a Canadian resolution proposing the appointment of a special rapporteur to enquire into human rights violations in Equatorial Guinea.

Canada continued to play an active role in the protection and promotion of human rights at the annual session of the UN General Assembly. For the first time, the Secretary of State for External Affairs devoted the entire Canadian statement to the Assembly to the question of human rights. Miss MacDonald urged the United Nations to improve its ability to deal with the most serious situations, and called for the establishment of an Office of Under-Secretary General for Human rights. Progress was made in the Third Committee of the Assembly (Social and Humanitarian Affairs) in furthering the idea of such an Office to exercise a good offices function of the Secretary General in response to serious human rights situations. Canada also condemned the gross abuse of human rights in Indochina, particularly in Vietnam and Democratic Kampuchea, and called for attention to the root causes of massive outflows of refugees in face of such violations.

The Human Rights Committee, the monitoring body established under the Covenant on Civil and Political Rights, continued to meet in 1979 to consider reports submitted by member states on measures taken by them to implement the terms of the Covenant. The Report of Canada on implementation of the provisions of the Covenant was submitted in April. Under the Optional Protocol to the Covenant (to which Canada acceded in 1976 as well as to the two covenants on human rights), the Committee was also empowered to consider communications from individuals alleging human rights violations within the territory of states party to the protocol. Professor Walter Tarnopolsky of Osgoode Hall Law School, York University, is one of the 18 experts who sit in a personal capacity on the Committee to review government reports and individual communications.

When the Commonwealth Heads of Government met in Lusaka in August 1979, they welcomed in principle an initiative by Gambia for the establishment of a Commonwealth Human Rights Commission. They also requested the Secretary General to appoint a suitably qualified and representative working party to make recommendations for the consideration of Commonwealth governments. The work-

ing party is expected to meet in 1980 before the next meeting of Commonwealth Law Ministers.

On November 20, 1979, Miss MacDonald announced that Canada submitted a declaration to the United Nations under Article 41 of the Covenant on Civil and Political Rights, recognizing the competence of the Human Rights Committee to consider communications from governments of other countries that have submitted similar declarations. Canada thereby also acquired the right to submit communications about these countries.

## Refugees

The world-wide refugee problem remained serious throughout 1979. The UNHCR estimated there were approximately 10 million refugees throughout the world, with as many as 4 million in Africa alone. In response to this serious problem and reflecting the specific refugee provisions in the 1978 Immigration Act, Canada formulated in 1979, after consultation with the provinces and the non-governmental agencies, its first annual refugee resettlement plan. In the past, each refugee crisis was dealt with on an *ad hoc* basis. Decisions were normally made under pressure of time and urgent events; little consultation, particularly with the provinces, was possible. The object of the annual refugee plan was to introduce as much co-ordination and forward planning as possible into an area which will always contain an element of unpredictability. The 1979 plan comprised specific components for Indochinese, East Europeans and Latin Americans; in addition, there was a separate category for other convention refugees as well as a significant contingency reserve. In all, the 1979 plan initially provided for an intake of 10,000 refugees. The rapid deterioration of the refugee situation in Southeast Asia involved substantial revision of this original target.

Throughout 1979, international attention focused particularly on the tragic exodus from the countries of Indochina. The boat exodus from Vietnam increased dramatically in 1979; in all, nearly 210,000 Vietnamese fled their country in the course of the year. In response to the exodus, the United Nations convened in July 1979, in Geneva, an Indochina Refugee Conference. A number of countries, including Canada, made significant pledges of resettlement places and/or financial contributions. Canada announced an increased Indochina program of 50,000 refugees for the period July 1979 to December 1980 and also an additional contribution of \$500,000 to the Indochina program of the UNHCR. This resettlement commitment represents Canada's most ambitious refugee program since the close of World War II; on a per capita basis, it is the most generous Indochina policy of all the major resettlement countries. By the end of the year, approximately 24,000 of the refugees had arrived in Canada.

For those tens of thousands of Indochinese refugees who will not be resettled in third countries, for those who fled



the military occupation of Kampuchea and the serious food shortages in that country in 1979, and for those facing famine within Kampuchea itself, a \$300-million international relief operation was launched by the International Committee of the Red Cross and UNICEF. Canada contributed \$15 million.

Apart from the overseas selection of refugees for resettlement in Canada, the present Canadian refugee policy also provides for the protection of refugees within Canada in accordance with the Refugee Convention and Protocol. In 1979, the Refugee Status Advisory Committee granted refugee status to 109 claimants.

### **Treaty law**

During 1979, Canada signed 39 bilateral agreements. In the course of the year, 23 agreements entered into force for

Canada upon signature and 4 by ratification. In 1979, Canada also signed or accepted 17 multilateral agreements, and became a party to eight through ratification, accession or approval. Preparation of a list of "Treaties in Force" for Canada up to 1979 began during the year.

In addition to its responsibility for the drafting and interpretation of treaties and for the preparation of all formal instruments leading to their establishment, the Department's Treaty Section maintains up-to-date records on the status of all treaties affecting Canada. Interested persons may consult the Canada Treaty Register which contains particulars of the date and place of signature of a treaty and the dates of tabling in, or approval by, Parliament, together with ratifications and accessions, if applicable, and information on entry into force, reservations, related agreements, subsequent amendments and termination.





## PART A

### Chapter 5: GLOBAL AND TRANSREGIONAL ASSOCIATIONS

#### UNITED NATIONS

The year 1979 was one of intense activity for Canada in the United Nations. In addition to the thirty-fourth regular session of the General Assembly, the specialized agencies and organizations held a large number of important meetings in various parts of the world, including two in Canada.

The fifth ministerial session of the World Food Council was held in Ottawa from September 3 to 7. Canada announced at that meeting that it would contribute \$2 million to helping the developing countries formulate a food strategy; this was a significant initiative. In Montreal, also during September, UNITAR (an autonomous institution within the United Nations system, devoted to training and research) held a large conference on new and renewable energy sources; more than half of the United Nations member countries were represented at that conference of experts.

Canada's fourth term on the Security Council ended on December 31, 1978; nevertheless Canada followed the Council's activities closely during 1979, as these had ramifications in almost all spheres of international life. The Council's activities included efforts to obtain the release of the American hostages being held in Teheran, as well as consideration of the Cyprus issue and peace and security in Southern Africa, the Middle East and Southeast Asia.

The General Assembly also considered these problems, as well as the broad economic, social, humanitarian and legal issues, and of course the matter of arms control and disarmament. The debate on the Middle East made clear once again the differences of opinion between a certain number of member states; this despite the Camp David Accords which Canada supported as a positive step towards peaceful settlement of the conflict in accordance with the terms of Security Council Resolution 242 of 1967.

In the field of human rights, Canada continued as a leader. Canada's representative was elected Chairman of the session of the Commission on Human Rights. The Secretary of State for External Affairs devoted almost all of her speech before the General Assembly to the promotion and respect of human rights. Canada condemned the violations of human rights in Vietnam, Democratic Kampuchea and elsewhere. Canada's report on implementation of the provisions of the Covenant on Civil and Political Rights was presented to the Commission on Human Rights.

The refugee problem was a subject of major concern in 1979, for both the General Assembly and the United Nations High Commissioner for Refugees. Both gave special attention to the tragic exodus of the peoples of Indochina. Canada was a major participant in the search for humanitarian solutions to this problem.

With the admission of St. Lucia to the United Nations by the General Assembly, the number of member states now stands at 152.

#### Economic and Social Council

Canada has been an observer on the UN Economic and Social Council (ECOSOC) since completing its three-year term in December 1977. However, Canada has been able to take an active role under new arrangements that allow observers many of the privileges of members, and it will seek re-election to the Council at the thirty-fifth session of the UN General Assembly.

#### Social affairs

Preparations have intensified for Canada's participation at the Sixth UN Congress on the Prevention of Crime and the Treatment of Offenders to be held from August 25 to September 5, 1980 in Caracas, Venezuela. Regional consultation seminars have been organized by Canadian criminology associations. Representatives of the federal and provincial governments, members of interested non-governmental organizations and concerned citizens are collaborating in formulating suggestions for Canada's position at the Congress.

The celebration of the 1979 International Year of the Child (IYC) provided the impetus to focus public attention on Canadian children, their environment, their special needs and their future. Canada's statement at the Special Plenary Session of the UN General Assembly on IYC brought out not only the many positive aspects relative to the situation of Canadian children but also some of the shortcomings to which our society should address itself in the coming years. A report on follow-up measures to IYC at the international level was elaborated within the United Nations Children's Fund (UNICEF) to "consolidate and to build further on the results of the Year in order to achieve lastingly increased benefits for children".

Over the past years, Canada had consistently expressed its concern regarding the growing tendency of the United

Nations to create "special years" (such as International Women's Year) to underline issues of particular concern to member states. Although in agreement with their general purpose as a vehicle for focusing world attention on specific segments of the population, Canada had maintained that the proliferation of special years ultimately reduced their impact. Canada made representations in world capitals to gather support from member states on this issue. Guidelines and procedures have since been formulated for the proclamation and holding of future international years. These will be reviewed at the spring session of ECOSOC for final consideration and adoption by the thirty-fifth session of the UN General Assembly in the fall of 1980.

At its second session held in New York August 7 to September 8, 1979, the Preparatory Committee of the 1980 World Conference of the United Nations Decade for Women scheduled for July 14 to 30, 1980 in Copenhagen, gave preliminary consideration to an outline for a Program of Action for the second half of the Women's Decade (1980-1985) and to a program of assistance to women in Southern Africa. These two issues, together with an evaluation of progress accomplished during the past five years, a special study of the social and economic needs of Palestinian women and a review of the situation of women refugees are on the agenda of the 1980 World Conference.

Canada attended the annual meeting of the World Health Organization's Assembly held in Geneva, Switzerland, from May 8 to 25, 1979. One of the highlights of the Assembly was the discussion regarding the formulation of a plan of action for Health for All by Year 2000 - the main goal of the Organization in the coming decades. This goal, as defined by the World Health Assembly, is: the attainment by all people of the world by the year 2000 of a level of health that will permit them to lead a socially and economically productive life. Canada has expressed its commitment to that goal by co-sponsoring Resolution WHA32-30.

The General Assembly of the United Nations adopted on December 18, 1979 a Convention on the Elimination of All Forms of Discrimination against Women. The Convention is the result of five years of consultations by various bodies of the UN. It contains measures to be taken by states to eliminate discrimination in various fields, including political and public life, the right to nationality, education, employment, health, marriage and family. Canada played a full role in bringing about the adoption of the Convention. Since much of the subject matter covered by the Convention falls within provincial jurisdiction, the government intends to initiate a process of consultation with the provinces with a view to Canada becoming a party to the Convention.

### **Canadian financial contributions to the UN system**

Canada contributed \$17.5 million to the 1979 budget of the United Nations. Expenses are shared by all member states on a scale based largely on relative national income. Canada's assessment of 3.04 per cent is the ninth largest. As a member of the UN's family of specialized agencies,

Canada also pays assessments that amounted to over \$27 million in the 1978-1979 fiscal year.

Additional assessments are made for UN peacekeeping activities in the Middle East—UNEF II, UNDOF and UNIFIL. A special scale of assessments has been developed to finance these operations that increases the portion regularly payable by the permanent members of the Security Council and reduces the burden on the poorer countries. Canada's rate of assessment under this scheme is also 3.04 per cent, amounting to \$2.8 million in 1978-1979 for UNEF II and UNDOF. Payments of approximately \$3.7 million were made for UNIFIL in 1978-1979.

In addition to and far surpassing assessed contributions, are Canada's voluntary contributions to the UN system—mostly for development assistance. In voluntary contributions, Canada gives priority to the UN's general development assistance funds such as those of UNDP and UNICEF, which together received about \$49 million in 1979, and to the World Food Program, to which Canada contributed \$95 million (\$10 million in cash and \$85 million in food).

The concentration of its aid in these UN institutions reflects Canada's position as one of the world's major food producers and its preference, in principle, for channelling assistance through general development funds rather than the various special-purpose funds established from time to time by the UN specialized agencies. Smaller contributions in cash and kind went towards refugee activities, programs for the benefit of the victims of *apartheid*, and humanitarian and disaster-relief assistance. The major part of such expenditures was channelled through the Canadian International Development Agency.

### **LA FRANCOPHONIE**

In 1979, Canada participated fully in the activities of La Francophonie, seeking to extend its linguistic duality into the international sphere and to give active support to promotion of mutual understanding and co-operation among the countries in the French-speaking world. Participation in La Francophonie has become a basic and permanent aspect of Canadian foreign policy; Canada sees La Francophonie as a useful forum and as a framework for effective co-operation. The activities and meetings in which Canada took part were particularly numerous in 1979 within the various institutions of La Francophonie, such as the Agency for Cultural and Technical Co-operation, the Conference of Ministers of Education, as well as the Conference of Ministers of Youth and Sports of French-speaking countries. Canada also supported the many initiatives of international French-speaking associations of a private nature.

Among events of special note: Canada hosted the Conference of Ministers of Education in Quebec City; it received the Secretary-General of the Agency for Cultural and Technical Co-operation on an official visit; and it hosted in Ottawa/Hull the meeting of the Agency's Special Development Program Committee.



The search for dialogue and solidarity was also evident in the continued consideration of the proposed Conference of Heads of State and Government of partially or entirely French-speaking states. President Senghor of Senegal consulted a number of countries that might be interested in it.

### **Agency for Cultural and Technical Co-operation**

Founded in March 1970 in Niamey, Niger, the Agency for Cultural and Technical Co-operation is chief among the international French-language organizations. It has 28 member states, three associate states (a fourth associate state, Mauritania, was admitted on March 26, 1980) and two participating governments. Its purpose is to develop multilateral co-operation between partially or entirely French-speaking states, in education, culture, science and technology.

The Agency held its sixth General Conference in Lomé, Togo from December 12 to 15. The General Conference, which is the highest level meeting of the Agency, brings together every two years ministerial delegations of its member states. The Canadian delegation was led by the Minister of State responsible for the Canadian International Development Agency. Also in the delegation were the Minister of Intergovernmental Affairs of Quebec, the Minister of Youth, Recreation and Cultural Resources of New Brunswick and a representative of Ontario. Quebec and New Brunswick both have participating government status in the institutions, activities and programs of the Agency.

The Lomé Conference was a particularly important one, as it was charged with studying significant reform of the Agency's fundamental texts. The reform, which has been a matter of concern for some years, affects the collegial management of the Agency Secretariat, the method of nomination, the responsibilities and the titles of the Secretary-General's chief assistants, and the operation of the Agency bodies. No decision could be reached at the Lomé Conference on the reform proposals. The member states were of the opinion that more thorough consideration would have to be given to the matter, and they proposed that a Special General Conference be held in Paris in March 1980.

The General Conference in Lomé also examined the programs implemented since the decision of the Mauritius General Conference in 1975, grouping them under four headings: development, education, scientific and technical co-operation and promotion of national languages and cultures. It gave its agreement to the addition of three new sectors—consultation, training and publishing. With regard to consultation, a meeting to be held in Cameroun, of ministers responsible for co-operation, is being planned, and the possibility of a meeting of ministers of agriculture in 1980 or 1981 is to be studied. An *ad hoc* committee will have as its mandate to draw up a general policy of cultural co-operation within the framework of the Agency's programs.

Among the most significant projects planned for 1980-1981 some of which are not new, there are: assistance in the creation and circulation of literary or artistic works; restoration of cultural heritage; research in education for promotion of the use of modern means of communication; promotion of the manufacture of educational materials; research into new energy forms; and rural development. The training sector is well served by the International School of Bordeaux, a training and development centre for middle- and upper-level management of the member countries. Its courses and seminars reflect the priorities of the Agency's general programs. More than 300 trainees annually, including a number from Canada, take part in these courses and seminars.

### **Conference on youth and sports**

The tenth annual session of the Conference of Ministers of Youth and Sports of French-speaking Countries, initially planned for November 1979, took place in Cotonou, Benin on January 25 and 26, 1980. The Canadian delegation was led by Canada's Ambassador to Benin, and it included Quebec's Minister of Recreation, Game and Fish, as well as senior officials from Ontario. The participants adopted a significant action program which the Canadian government as well as those of Quebec, New Brunswick and Ontario will help to carry out.

### **Conference of ministers of education**

The thirty-second session of the Conference of Ministers of Education of French-speaking Countries was held in Quebec City from April 25 to 27, 1979. Representatives of 29 countries and seven international organizations took part in the proceedings. The Canadian delegation, led by the Minister of Youth, Recreation and Cultural Resources of New Brunswick, included, besides representatives of that province, senior officials from Quebec, Ontario and Manitoba. The Vice-Premier and Minister of Education of Quebec was appointed president in office of the organization until its next session. The thirty-second session constituted a turning point for the Conference, which is tending increasingly to become an agency for effective co-operation in education—a tendency which is in harmony with the conference's original purpose of exchange and consultation in this field. At the end of the meeting, the participants had an opportunity to visit briefly Fredericton, New Brunswick.

### **Non-governmental organizations**

The federal government also continued its efforts in 1979 towards facilitating and promoting the participation of Canadians in the activities of the non-governmental sector of La Francophonie internationale. This sector includes those professional, cultural and other associations which, having a common language, have been formed to develop links of co-operation and mutual understanding. The non-governmental sector is very active in its pursuit of the goals

of co-operation and cultural dialogue sought by la Francophonie as a whole.

The International Association of French-Speaking Parliamentarians (AIPLF) held its tenth General Assembly in Geneva from July 2 to 7, 1979. The Canadian delegation included representatives of all the political parties in the House of Commons. To mark the International Year of the Child, the discussions of the tenth General Assembly were devoted chiefly to the traditional and legal rights of the child.

The World Association of French-speaking Physicians (AMMF), in conjunction with the Medical Society of French Guiana and the French-Speaking West Indies and the Association of French-speaking Physicians of Canada, held a tripartite Congress from October 2 to 7 in Quebec City. The Congress was devoted to study of the phenomenon of aging.

The Association of Partially or Entirely French-language Universities (AUPELF) continued its activities for promotion of co-operation between universities through the organization of symposiums in Poland, Seychelles and Canada. Its activities enabled numerous Canadian professors and academics working in the literary, cultural and medical fields to become better known abroad.

The International Council of the French-language (CILF) held its annual meeting in Quebec City from October 21 to 28, 1979. In connection with this meeting there was a symposium on regional French, scientific co-operation between the French-speaking and Arabic-speaking worlds, and African linguistics.

The Institute of Law of French-speaking Countries meeting in Dakar at its twelfth Congress, devoted the meeting to the study of three themes: the situation of foreigners, the movement of individuals and worker immigration.

The General Assembly of Richelieu International was held in Toronto in September. Representatives of France, Belgium and the Agency for Cultural and Technical Co-operation as well as participants from all regions of Canada attended this annual event.

A delegation of five persons representing the Acadian section attended the tenth Congress of the International Union of French-language Journalists and Press (UIJPLF) held in Ajaccio and Paris from September 29 to October 7, 1979. The main theme of the meeting was "French as a language of work".

## THE COMMONWEALTH

Canada remains strongly committed to the Commonwealth and continues to be one of its most active members.

The year 1979 was important for the Commonwealth, which not only continued to enhance its general reputation as a distinctive and effective organization in international

consultations and co-operation, but provided the forum for the breakthrough on the longstanding and potentially explosive issue of Southern Rhodesia (Zimbabwe). Also, the Commonwealth continued to grow; the entry into the Commonwealth of St. Lucia, Kiribati (Gilbert Islands) and St. Vincent brought the total membership to 42 countries of various races, languages, cultures and stages of economic development. With this diverse membership, the Commonwealth reflects the world's major problems and provides a unique forum in which equal and sovereign states sharing certain common ideals consult and co-operate on the basis of consensus.

Canada took part in the major Commonwealth ministerial meetings in 1979: the Commonwealth Heads of Government Meeting in Lusaka, Zambia, August 1 to 8; the Commonwealth Finance Ministers Meeting in Valletta, Malta, September 26 and 27; and the Commonwealth Ministerial Meeting on Industrial Co-operation in Bangalore, India, March 5 to 7. Other ministerial and official meetings covered such diverse fields as health and education to youth affairs and assistance to small states. In addition to meetings at the official and ministerial levels, the Commonwealth calendar for 1979 was full for a wide variety of non-governmental meetings and programs. While the highlight of the official Commonwealth year was of course the Commonwealth Heads of Government Meeting, the twenty-fifth Commonwealth Parliamentary Conference held in Wellington, New Zealand, November 17 to December 2, was one of the important events in the area of non-governmental activities.

## The official Commonwealth

The biennial meeting of the Commonwealth Heads of Government took place from August 1 to 8 in Lusaka and was attended by leaders or representatives of 39 member countries. The Canadian delegation was headed by the Prime Minister with the Secretary of State for External Affairs and the Minister of State for the Canadian International Development Agency also attending. The Heads of Government consulted on a variety of global issues of common interest, including the current political and economic trends, a declaration against racism, human rights, and the North-South dialogue, as well as reviewing the progress of and support for Commonwealth co-operation in a wide variety of functional programs.

The most publicized achievement of the meeting was, of course, the plan to assist the achievement of a lasting settlement and peace in Southern Rhodesia (Zimbabwe). It was at Lusaka, in 1979, that the important first steps were taken in the process which has led to a free and independent Zimbabwe taking its place in the world community in April 1980. The nine-point plan for peace and self-determination in Zimbabwe and the atmosphere of friendship and co-operation which marked the Lusaka meeting demonstrated once again the unique nature of the Commonwealth and illus-



trated its ability to assist in promoting international co-operation and world peace.

The Commonwealth Heads of Government reviewed the world economic situation and recognized the need for new initiatives in this area. A North-South Commonwealth team for the study of constraints to (economic) growth was established to assist individual governments in their preparations for the 1980 Special Session of the UN General Assembly. The problems of progress on the Common Fund, food security, energy and protectionism were also discussed. Commonwealth leaders reviewed the various ongoing programs of Commonwealth co-operation, recognizing both their value and their need for growth.

Lastly, the leaders elected Secretary-General Ramphal for a second five-year term.

Following a long-established tradition, the Commonwealth finance ministers met prior to the annual meeting of the International Monetary Fund and the International Bank for Reconstruction and Development in Valletta, Malta, September 26 and 27. Views were exchanged on the problems arising from slow growth, protectionism, international monetary instability, slower prospects in the world economy, inflation, and the problems affecting developing countries.

In their discussions, the ministers emphasized the importance of adequate financing for developing countries, sound domestic economic policies and the reduction of protectionism, as well as their concern at continuing balance-of-payments problems. They stressed the growing interdependence in the world economy and expressed concern with the slow growth and difficulties affecting international economic co-operation. The meeting reaffirmed the view that structural change and sustained world economic development were closely linked. Ministers looked forward to the completion of the report of experts, requested by the Commonwealth leaders at Lusaka, which would identify measures to reduce or eliminate constraints to structural change and lead to a sustained improvement in economic growth.

The ministers also took this opportunity to review ongoing Commonwealth programs, including the Commonwealth Fund for Technical Co-operation, and welcomed the decision to establish an industrial development unit within the Fund during 1979-1980, if finances permitted. They also expressed satisfaction with the development of a Commonwealth program on capital markets and with the Commonwealth Association of Tax Administrators.

### **Commonwealth secretariat**

Throughout 1979, the Commonwealth Secretariat in London continued to administer its widespread programs in the fields of developmental assistance and related economic areas, science and technology, health, youth, education and law.

Industrial co-operation was a major area of Commonwealth activity in 1979. The final report of the Commonwealth Team of Industrial Specialists chaired by L.K. Jha, the Governor of Jammu and Kashmir, India, was submitted to the meeting of Commonwealth Ministers held in Bangalore, India from March 5 to 7. With the report as a guide, the meeting made a number of important recommendations, including: the establishment of an industrial development unit within the Commonwealth Fund for Technical Co-operation; the initiation by the Secretariat of an "exposure" visits program for small-scale entrepreneurs; a catalytic role for the Secretariat in the development and growth of bilateral and multilateral co-operation programs; the need for additional Fund financing of £5 million for three years specifically for industrial co-operation; and the convening of a working group to examine the possible need for the establishment of a Commonwealth Venture Capital Company. The ministers agreed that their conclusions should be brought to the attention of the Commonwealth leaders in Lusaka, resulting in approval for the establishment of the proposed industrial unit.

Considerable activity was focused on the problems faced by small states and areas needing assistance and Commonwealth co-operation. The Heads of Government, recognizing the special needs of these member countries, requested governments and the Secretary-General to pursue mutually reinforcing programs of assistance in response to requests from the small states.

### **The unofficial, non-governmental Commonwealth**

The Commonwealth gains much of its strength from the over 200 non-governmental organizations active throughout its many member countries, covering parliamentary, professional, educational, and many other areas of activity. Two examples of the many organizations active in Canada are the Commonwealth Parliamentary Association and the Royal Commonwealth Society, which maintain a program of year-round activities.

The twenty-fifth Commonwealth Parliamentary Conference was held from November 17 to December 2 in Wellington, New Zealand. The Canadian delegation was headed by the Chairman of the Canadian Branch of the Association. Delegates were afforded the opportunity to discuss a broad variety of global issues with their Commonwealth colleagues from around the world, and subjects ranged from current international economics to world peace.

The Royal Commonwealth Society in Canada continued its work in the promotion of public knowledge of the Commonwealth through a wide variety of activities, including the celebration of Commonwealth Day (March 10) with special interfaith services and related events. In 1979, the Society sponsored the seventh Student Commonwealth Conference in Ottawa during April with the assistance of the Department of External Affairs; over 100 students from across Canada took part.





## **PART B**

### **CANADA AND ITS REGIONAL INTERESTS**

In addition to permanent delegations accredited to international organizations, Canada has 117 embassies and consular offices throughout all regions of the world. Members of the Department of External Affairs and of other branches of the Government working in these offices perform a great variety of tasks in support of Canadian interests and offer a number of services to Canadians: formal contact and negotiation with governments, assessment of current developments, promotion of trade, granting of visas, advice and protection to Canadians abroad, promotion of a favourable image by information and cultural programs. These are the constant elements in the conduct of foreign relations; the particular events or conditions abroad relevant to Canadian interests in 1979 are described in the following chapters.





## PART B

### Chapter 1: THE UNITED STATES

The management of relations with the United States, which were of greater magnitude and complexity than those with any other nation, remained during 1979 one of the Department's central challenges. Consultations took place on a broad range of bilateral political and trade matters. Important progress was made in dealing with a number of issues, and efforts were made to resolve others. Energy, environment, fisheries and boundary issues figured prominently throughout the year.

Numerous visits between Canadian ministers and their U.S. counterparts took place in 1979. Prime Minister Trudeau visited Washington in March. Regrettably, the visit of President Carter to Ottawa, scheduled for November, was postponed because of the hostage situation in Iran. Personal contact and consultation among Canadian parliamentarians and U.S. Members of Congress were fostered by the Canada-U.S. Inter-parliamentary Group, which held its twentieth meeting in Calgary in August.

During the year, Canada and the United States continued to co-operate closely in the search for solutions to many international, political, economic, human rights, security and social problems. Co-operation was particularly close in response to events in Iran.

#### Maritime boundaries and fisheries

High priority continued to be given in 1979 to bilateral maritime boundary and fisheries issues. A major achievement was the signing on March 29 of the Canada-U.S. East coast fisheries and maritime boundary agreements, which, however, must still be ratified. The treaty submitting the Gulf of Maine boundary case to third party adjudication is directly linked to the Fishery Resources Agreement, which provides for permanent co-operative management and for specific access to fishery stocks of mutual concern.

On the west coast, Canada and the United States concluded two bilateral agreements on reciprocal fishing for groundfish and halibut. Discussion continued on arrangements for salmon, albacore tuna, herring and other fisheries (see also Part A, Chapter 4).

#### Trade and economic issues

Canada and the United States remain each other's most important trading partner, their total merchandise trade in 1979 exceeding \$90 billion. Canada had a small surplus in merchandise trade with the United States, amounting to

approximately \$170 million. A large deficit of \$7.9 billion in non-merchandise trade, however, resulted in a total current account deficit with the United States of \$7.8 billion for the year.

Canada-U.S. trade relations will be significantly affected by the results of the Multilateral Trade Negotiations. It has been estimated that after these results are fully implemented, over 90 per cent of Canadian exports will enter the U.S. at tariffs of 5 per cent or less and almost 80 per cent will be duty-free. The tariff reductions average about 40 per cent on dutiable items in bilateral trade. Also significant are the range of agreements reached on non-tariff measures which are intended to make market access more secure. Notable in this respect is U.S. acceptance of the requirement for a "material injury" test before countervailing duties are imposed. Both Canada and the United States attach considerable importance to the strengthened GATT dispute settlement process.

Though the great bulk of bilateral trade proceeds without intervention from the two governments, frequent consultations took place in the search for solutions to those problems which did arise. In this context, "buy national" practices have been the subject of bilateral discussions. For example, Canada has continued to seek relief from the "Buy American" provisions of the U.S. Surface Transportation Assistance Act of 1978, which hinder Canadian firms in their efforts to compete in the U.S. mass transit market. Canadian and U.S. safeguard actions, aimed essentially at imports from third countries, also caused bilateral difficulties. This happened with respect to Canadian exports of industrial fasteners and specialty steel. Bilateral consultations for remedial action took place on these two issues as well as on U.S. footwear exports affected by Canadian quotas imposed in 1978.

The Canadian Government was considering invoking its GATT rights as a result of the impairment of Canadian trade by the U.S. embargo against Canadian tuna products, imposed after American tuna boats were arrested on the West coast for fishing in Canadian waters without authorization.

Certain U.S. tax measures continued to contribute to the very large deficit with the U.S. experienced by the Canadian tourist industry and to have an adverse effect on the Canadian convention industry. The Government pressed for modification of the U.S. measures, which restrict the

number of tax-deductible conventions Americans may attend abroad and impose stricter spending limits and reporting requirements on them.

In 1979, the Office of the U.S. Trade Representative (USTR) continued consideration of a complaint filed under the U.S. Trade Act by a group of U.S. border television stations against Section 19.1 of the Canadian Income Tax Act. This section prohibits income tax deductions for expenses incurred in directing advertising to Canadians from non-Canadian broadcast outlets. The USTR must make a recommendation in this case by July 26, 1980. In August 1979, a meeting of Canadian and U.S. officials was held to discuss border broadcasting issues, including the U.S. border stations' complaint. It was agreed that both governments would encourage the Canadian and U.S. private broadcasters to undertake industry-to-industry consultations on border broadcasting problems.

The Government's response to the Reisman Report on the state of the automotive industry paid particular attention to the question of investment incentives and the relative lack of research and development in Canada. A series of measures designed to promote automotive research and development by Canadian vehicle and parts manufacturers were announced. Consultations with the U.S. Government to contain competitive governmental subsidization of automotive investment continued.

Agricultural products continued to account for a large proportion of bilateral trade. Highlights during the year included agreement on a significant liberalization of bilateral agricultural trade within the context of the Multilateral Trade Negotiations, including bilateral agreement to accelerate implementation of certain agricultural tariff reductions. This advancement will benefit Canadian exports in such categories as livestock and meat, fruits and vegetables, grains and oil seeds, nursery stock and fish and fish products. The year also witnessed successful renegotiations of tariff changes on a range of fruits and vegetables, thereby implementing in large part the recommendations of a Canadian Tariff Board report. Negotiations were also successfully concluded on the quota for Canadian imports of chickens from the U.S., which was implemented in support of the chicken supply management program. The visit to Ottawa by the U.S. Secretary for Agriculture for a September meeting of the World Food Council provided an opportunity for meetings with Canadian ministers to review agricultural prospects and policies as seen from both countries as well as to discuss specific bilateral trade issues.

With the close interrelationship of the Canadian and U.S. economies, situations arise in which U.S. law, particularly its extraterritorial application, conflicts with Canadian interests. The Government has intervened before U.S. courts in civil anti-trust actions brought by private litigants against Canadian and other uranium producers, to assert its interest in the international marketing of uranium. The Government also expressed its concern about unacceptable

extraterritorial features of a bill before the U.S. Senate, the Oil Windfall Acquisition Act, which would foreclose significant sources of investment and inhibit Canadian energy development.

## Energy

Energy remained an active field in Canada-U.S. relations through 1979 as Canada and the United States adjusted to both international and domestic energy developments. When Prime Minister Trudeau and President Carter met in Washington in March, they reviewed energy relations and agreed to establish a consultative mechanism on energy to facilitate bilateral co-operation in the energy field. The consultative mechanism subsequently met twice in 1979 and proved its usefulness as a high-level channel of communication between the two governments for the management of increasingly important energy issues.

Events in Iran during the year forced Canada to rely more on its own oil resources, resulting in the phasing-out of light oil exports to the United States earlier than had been anticipated. To help ease the adjustment problems of U.S. midwestern refiners dependent on Canadian supplies, Canada and the United States expanded their successful oil exchange program under which western Canadian oil is exported to midwestern states in exchange for United States supplies of crude to eastern Canada.

While Canadian light oil exports virtually ceased in 1979, late in the year the Government announced major new natural gas exports to the United States, the first significant increase in a decade. These exports of natural gas, found by the National Energy Board to be surplus to foreseeable Canadian requirements, should stimulate further exploration and development in Canada as well as strengthen Canada's balance of payments, which was affected by the rise in the price of imported oil.

The year saw continued progress towards construction of the Alaska Highway Natural Gas Pipeline, a joint Canada/United States project undertaken by the private sector to transport Alaska gas to the United States and to give Canada access to its natural gas resources in the Mackenzie Delta.

Trade in electricity between the two countries continued to grow in 1979, reflecting the opportunities identified in the Canada/United States Electricity Exchange study initiated in 1978 and published in May, 1979. At the same time, however, negotiations toward the siting of a U.S. strategic petroleum facility in eastern Canada had to be suspended in 1979 while the U.S. Government reviewed the future of its program. In other developments, Canada and the United States, together with Alberta and Saskatchewan, successfully negotiated a memorandum of understanding for co-operation in tar sands and heavy oil research and development, and both countries continued to consult closely as the U.S. moved towards a decision of a new oil port and pipeline to transport Alaskan oil from the west coast to midwestern refineries.



## Environment

Both Canada and the United States continued to pay close attention to transboundary environmental issues. Bilateral co-operation in the search for mutually satisfactory solutions to problems of environmental protection along a common border dates from the 1909 Boundary Waters Treaty and the establishment of the International Joint Commission (IJC). A valuable role continued to be played by the IJC which, in addition to its regulatory and advisory functions, carried out special studies at the request of the two Governments on certain areas of transboundary concern.

Transboundary air quality, including the long-range transport of air-borne pollutants and the acid precipitation problem, was a major focus of environmental concern for both Canada and the United States. In July 1979 the two Governments announced their intention to develop a co-operative agreement on air quality. Of considerable assistance to governments in addressing their air pollution problems was the first Annual Report, in October 1979, of the Canada/United States Research Consultation Group, a technical body established in 1978 to co-ordinate air pollution research in both countries.

On December 19, the Secretary of State for External Affairs and the U.S. Ambassador signed an agreement establishing a management regime for vessel traffic, including west coast tankers, in the Strait of Juan de Fuca region. Among other environmental issues discussed between Canada and the U.S. were the protection of migratory caribou in the western Arctic, and the Garrison Diversion project in North Dakota. In addition, Canada continued to follow closely developments in the U.S. on the proposed refinery at Eastport, Maine. The problem of hazardous and toxic wastes, particularly in the Great Lakes region, is of increasing concern to both Governments.

## Defence

Canada and the United States continued to co-operate during the year on a broad range of bilateral defence questions. The Canada-U.S. Permanent Joint Board on Defence held discussions on the future of North American air defence systems, defence production, and other bilateral issues. A Canada-U.S. study, initiated in 1978 and completed in October 1979, presented a series of policy alternatives to the two governments for continental air defence over the next 20 years (see also Part A, Chapter 1).





## PART B

### Chapter 2: LATIN AMERICA AND THE CARIBBEAN

#### Central and South America

Events in Central America dominated the Latin American political scene. The significant event in Nicaragua was the overthrow of Somoza's dictatorship by the Sandinista National Liberation Front. Canada recognized the new *régime* on July 24, 1979, and contributed to the reconstruction of this country devastated by civil war by providing free of charge an airlift of goods gathered by the Canadian Labour Congress, contributing \$355,000 to the International Red Cross Society and \$200,000 to the fund administered by the Canadian Embassy (located in San José), as well as supplementing the funds collected by non-governmental organizations. The civil war brought incalculable loss of life and a 25 percent drop in the gross national product. Somoza's overthrow was seen as a major victory by champions of human rights and social justice.

Political instability grew worse in El Salvador, and the new *junta* formed after the *coup d'état* of October 15 did not succeed in gaining sufficient control to make the reforms that were considered indispensable, hard-pressed as it was by both the right and the left. Occupations of embassies and public buildings became common occurrences, and there were a great many political assassinations. In Guatemala, political violence continued unabated.

The members of Somoza's National Guard who had fled to Honduras caused a certain degree of tension between that country and Nicaragua. On the other hand, Honduras made progress toward settlement of its long-standing dispute with El Salvador. The political instability in the area, which brought the temporary closing of some borders, did nothing to help advance the goals of the Central American Common Market. Further south, in Panama, the approval by the American Congress of regulations on implementation of the Canal Treaty, was interpreted as a forward step toward improved relations between the United States and Latin America.

The Latin American economy improved appreciably in 1979, and the gross domestic product increased by 6.5 per cent in 1979. The three strongest economies, those of Brazil, Mexico and Argentina, contributed largely to this growth, and Colombia and Chile also experienced a strong economic growth rate for the second year in a row. In foreign transactions, the current-account deficit in the balance of payments rose sharply, reaching an unprecedented \$20 billion. Latin America's external indebtedness increased substantially again and inflation accelerated in

most countries; the regional average inflation figure rose from 41 per cent in 1978 to 51 per cent in 1979.

Canadian exports to Latin America reached \$2.4 billion in 1979. Venezuela, which remained our fifth largest market in the world, absorbed almost \$700 million, of which more than 60 per cent was in automobile parts. Brazil was our second Latin American market, with \$417 million, followed by Argentina (\$280 million), Cuba (\$257 million) and Mexico (\$236 million). Besides automobile parts, our chief exports are wheat, aluminum, asbestos and newsprint. A mission from the Department of Industry, Trade and Commerce went to Panama, Costa Rica, Honduras, El Salvador and Guatemala in January for the purpose of promoting development of trade with the region.

Our imports from Latin America in 1979 came to \$2.7 billion; 60 per cent of this figure was for Venezuelan oil, which represents 40 per cent of our total oil imports. Other significant imports were Brazilian coffee, Mexican fruits and vegetables, and Cuban sugar.

Canada followed closely human rights developments in various Latin American countries. In view of the importance Canada attaches to increased respect of human rights throughout the world, its representatives spoke out on the question in various international forums and made representations to Latin American governments when such action seemed warranted.

During 1978-1979, Latin America received 9 per cent of CIDA's bilateral disbursements, or a total of \$47 million in loans and grants. In line with CIDA's policy of assistance to the poorest countries, Haiti received \$11 million, most of which was used to fund an integrated rural development program. Honduras was the second recipient of Canadian aid in the region, with \$9.9 million devoted chiefly to a forestry project. Colombia came third with \$8.8 million for rural development projects.

Canada has maintained a high degree of participation in the Latin American organizations that are part of the Inter-American system. As a permanent observer in the Organization of American States (OAS), Canada was able to follow developments and contribute to the co-ordination of activities in the specialized regional organizations of which it is a member. In 1979, Canadians filled senior executive positions in the Pan American Health Organization, the Pan American Institute of Geography and History and the Inter-American Institute of Agricultural Sciences.

In Mexico, the economic growth rate was in the order of 8 per cent, a situation largely attributable to oil. New oil discoveries were made in 1979. President Lopez Portillo went to the United Nations in autumn to propose an energy program designed to favour the developing countries.

The initialing of industrial co-operation and energy agreements was the predominant event in relations between Canada and Mexico in 1979. These agreements envisaged the supply of Mexican oil to Canada and Canadian participation in Mexico's industrial development. In tourism, almost a quarter of a million Canadians chose Mexico for their winter holidays in 1979.

The Speaker of the Senate attended the inauguration of Venezuelan President Dr. Herrera Campins in March 1979. Venezuela is our chief trade partner in Latin America with trade totalling \$2.25 billion. In 1979, our trade deficit with that country reached \$858 million, representing a 43 percent increase over the previous year's figure.

The Speaker of the Senate also attended the inauguration of President Figueiredo in Brazil, who has pursued vigorously the policy of liberalization of the political institutions advocated by his predecessor. Canada continued to develop its relations with Brazil in 1979, and hosted the first working session of a sub-group on agriculture set up in 1978 at the second session of the Canada-Brazil Joint Commission.

Development assistance and trade are the major components of Canada's relations with the Andean countries of Colombia, Ecuador, Peru and Bolivia. Trade with Ecuador and Bolivia declined by 30 per cent and 18 per cent respectively in 1979.

The Minister of State for International Trade attended the inauguration of President Roldos in Ecuador in July. In Bolivia, the Congress chose Lidia Gueiler, President of the Chamber of Deputies, to be President of the Republic and to prepare the way for new elections. A Constituent Assembly was elected in Peru, where the financial situation improved appreciably during the year.

In 1979, after ten years of existence, the Andean Pact gave further study to foreign policy issues, and so adopted a common position at the conference of non-aligned countries in Havana, and unanimously condemned the Somoza régime in Nicaragua as well as the *coup d'état* of Colonel Natusch Bush in Bolivia. Canada follows closely the initiatives of the Andean Pact, and maintains an adviser to this organization.

Our exports to Argentina increased spectacularly, rising from \$96 million in 1978 to \$280 million in 1979. Underlining the importance of our commercial relations with that country, the Minister of State for International Trade went to Argentina in September. Canada hoped to sell a second nuclear reactor to Argentina, but the contract was given to German competitors. The Inter-American Commission on Human Rights went to Argentina on the invitation of the

government and submitted its report to that country for comments.

Canadian trade and investment in Chile continued to prosper; the foreign affairs ministers of the two countries met at the United Nations General Assembly, the first such contact between Canada and Chile since 1973.

The non-aligned countries met in Havana in September 1979. At that meeting, there was not complete unanimity regarding future directions. Trade between Canada and Cuba increased by 30 per cent in 1979. The President of the Bank of Cuba visited Canada's financial leaders, and the Minister of Electricity went to James Bay to visit the Hydro-Quebec plant.

The Dominican Republic was devastated by a hurricane during the summer of 1979, and the Canadian government contributed \$950,000 to various relief and reconstruction ventures there.

Canada appointed three new honorary consuls in Latin America in 1979, at La Paz, Asuncion and Santo Domingo.

### Commonwealth Caribbean

The Commonwealth Caribbean which witnessed many new developments in 1979 remained an area of interest to Canada, which has important political, economic, cultural and social ties with the region. Significant changes in government in the Eastern Caribbean occurred, reflecting the political flux of the area as a whole. The government of Eric Gairy in Grenada was overthrown in March and replaced by the People's Revolutionary Government. After leading St. Lucia to independence in February, the government of John Compton was defeated at the polls by the St. Lucia Labour Party. Following a constitutional crisis in June, an "interim government" was established in Dominica and, in October, St. Vincent joined the ranks of newly independent states.

Economically, the problems of the region persisted and in several countries balance-of-payments difficulties grew at an alarming rate. Unemployment continued to increase, particularly among the young, and the draining-off of skilled manpower through emigration intensified problems of management in the public and private sectors.

Canada's interest in the economic stability and growth of the area was given new emphasis in January with the signing of a Trade and Economic Agreement between Canada and the member states of the Caribbean Common Market (CARICOM); the new Agreement replaces the Canada-West Indies Trade Agreement of 1925 and is the first such accord between Canada and a group of nations of the developing world. It includes provisions for facilitating two-way trade and financial and technical co-operation; it breaks new ground, especially in the area of industrial co-operation. The Agreement is expected to create the conditions for the development of a whole host of new activities undertaken jointly by Canadian and Caricom



interests. In November, Canada hosted the first meeting of the Joint Trade and Economic Committee provided for under the Canada/Caricom Agreement to enable its members to review progress and consult on economic matters of mutual concern. In 1979 Canadian exports to Caricom states amounted to \$257million; the value of our imports reached \$114 million. A number of industrial co-operation projects were initiated.

To assist the region in combating its serious economic and development problems Canada participated in the second annual meeting of the Caribbean Group for Co-operation in Economic Development (CGCED) in June and a \$10-million pledge covering lines of credit and project assistance for Jamaica, Barbados and the Leeward and Windward Islands, was announced in October. A Canadian representative was asked to serve on the CGCED Ad Hoc Advisory Committee, which met in November to examine regional project proposals. Canada also joined in a second meeting of the "Friends of Jamaica" group held to assist Jamaica in resolving its economic difficulties, and Canada played an active role in the Caribbean Development Bank. The development assistance programs of CIDA continued to stress the generation of productive employment opportunities, and the area remains the highest per capita recipient of Canadian assistance of any part of the world.

The heavy movement of people between Canada and the Commonwealth Caribbean continued in 1979. Some 400,000 Canadian tourists travelled to the area seeking a respite from the rigours of a northern climate and approximately 7,400 immigrants from the Commonwealth Caribbean joined the large and growing segment of Canadian society comprising persons of Caribbean origin. Students from Caribbean countries continued to be welcomed in Canadian universities and some 4,400 persons came to Canada in 1979 for temporary employment in agriculture under the Caribbean Seasonal Workers Program.

In November, a group of six Caribbean journalists were invited to Canada for a cross-country tour which enabled them to develop their knowledge of the country. Naval visits to Caribbean countries continued in 1979 with Canadian ships calling at Bermuda, the Bahamas, Antigua, Grenada, St. Kitts-Nevis, St. Lucia and Barbados.

Co-operation between Canada and the states of the Commonwealth Caribbean in international forums remained close in 1979. At the thirty-fourth session of the United Nations General Assembly, Canada co-sponsored a resolution on the independence and territorial integrity of Belize which received the support of the states of the Commonwealth Caribbean.

Relations with the Commonwealth Caribbean were further strengthened through a number of visits which took place in 1979. In January, the Secretary of State for External Affairs accompanied by three members of Parliament and a group of seven Canadian businessmen visited Jamaica, Barbados and St. Lucia for bilateral talks and the signing of the Canada/Caricom Trade and Economic Co-operation Agreement. Members of Parliament represented Canada at the festivities marking the two-hundred and fiftieth Anniversary of the Parliament of the Bahamas, as well as those marking the independence of St. Vincent and the opening of the Grantley-Adams airport in Barbados, designed and built with Canadian assistance. In the other direction, official visits were paid to Canada in 1979 by the Prime Ministers of Grenada and Dominica.

The person-to-person links which are such an important part of the ties which bind Canada and the Commonwealth Caribbean were also reinforced by numerous other visits, essentially of a private nature. Among those who came to Canada in 1979 for private visits were the Prime Ministers of Jamaica, Barbados and the Bahamas and the Governor General of the Bahamas.



## PART B

### Chapter 3: EUROPE

In 1979, Canada continued to emphasize three primary objectives in Europe: the expansion of commercial, economic, industrial and technical relations with the European Community; the reduction of tensions on the Continent as a prerequisite to the improvement of East-West relations; and the strengthening of bilateral relations with all countries of Europe, East and West. In seeking to achieve these objectives, Canada had to adjust to a number of important developments throughout the year, notably the establishment of the European Monetary System, the GATT Multilateral Trade Negotiations (MTN), the direct elections to the European Parliament and, late in the year, the strains imposed on the Atlantic Alliance as a result of events in Iran and Afghanistan.

#### European Community

Canada's determination to expand its links with the European Community is based upon a desire to diversify its external relations in accordance with domestic interests as well as to reduce its vulnerability to changes occurring throughout the world. The chief instrument of this policy is the Canada-EC Framework Agreement for Commercial and Economic Co-operation, which was concluded in 1976 in order to foster economic co-operation and encourage industrial links between the two parties. The agreement provides a clearly-defined institutional and procedural structure for Canada-EC relations, of which the most important elements are annual high-level meetings of the Joint Co-operation Committee as well as regular Sub-committee meetings to review specific areas. Semi-annual meetings at the senior working level also take place alternately in Ottawa and Brussels to review progress, outline programs and priorities, and consider specific problem areas. The broad outlines of the Canada-EC relationship are determined by officials in Ottawa—in consultation with provincial representatives—and at the European Commission in Brussels, while implementation is largely carried out in Brussels and the EC Delegation in Ottawa.

The pace of activity in all sectors has increased every year since the Framework Agreement was concluded, and this was particularly true in 1979. In January, Canada and the EC announced a joint \$2 million research project in steel production. In March, semi-annual consultations took place in Brussels, focusing upon world trading conditions and the effects of upheavals on oil markets. The two Sub-committees of the Joint Co-operation Committee also met on this

occasion, concentrating upon Canada-EC relations on matters such as nuclear industries, energy conservation, aeronautics, forest products, and telecommunications.

In June, the EC and Canada signed an interim fisheries agreement. The agreement, which had been applied on a provisional basis since March, allocated catch quotas between the two sides and provided for co-operation in the management of joint stocks of fish in waters between Canada and Greenland.

In December, the third annual meeting of the Joint Co-operation Committee (JCC) took place in Brussels under the co-chairmanship of the Vice-President of the European Commission and Canada's Ambassador to the European Community. The JCC agreed that both parties would increase their efforts to develop ways of obtaining greater mutual advantage from the MTN. There was agreement as well to increase Canada-EC co-operation in energy development and conservation efforts with a view to helping both parties to meet the energy challenge of the 1980s. The co-chairmen also signed a memorandum of understanding whereby Canada agreed to provide the Community with the technology required for development of equipment to identify and measure energy savings in industry. This was followed by a tour of European countries by the energy audit equipment (known as an "energy bus").

As in previous years, numerous visits and contacts took place during 1979. Of special significance was the visit of the EC Commission Vice-President and Commissioner for Social Affairs who paid an official five-day visit to Canada in September. Two other high-ranking EC officials paid brief visits to Canada in 1979. On October 1st, the Deputy Secretary-General of the European Commission held talks in Ottawa with Canadian officials concerning current developments in the Community. In December, the Commissioner for Development Policy made a four-day visit to Canada to explore the possibilities of further co-operation between the EC and Canada in the planning and financing of development projects in the Third World.

When the Framework Agreement was concluded in 1976, it was recognized that considerable time would be required to achieve tangible results. The basic structure of the Canada-EC relationship has now been developed, however, and it is clear that significant progress is being achieved. In 1979, two-way trade between Canada and the nine member states reached a value of \$12.8 billion, an increase of \$3.3



billion over 1978, and Canada's exports to the Community amounted to \$7.2 billion compared to \$4.8 billion the previous year (an increase of 48.5 per cent); current trends are therefore encouraging. Canada also continued to enjoy a merchandise trade surplus with the Community which rose from \$210 million in 1978 to \$1.6 billion in 1979.

### East-West relations

A major aim of Canadian foreign policy since 1945 has been to contribute to the reduction of tensions created by the East-West alignment of forces that resulted from World War II (see Part A, Chapter 1). While remaining committed to collective security and to a strong Atlantic alliance, Canada has sought increasingly to emphasize the important political role played by NATO in seeking to reduce the underlying causes of East-West conflict. Thus, Canada has been a consistently strong supporter of *détente*.

Canada has sought also to develop its links with the Communist countries of Eastern Europe, not only because of potential benefits in terms of increased trade, scientific and technological co-operation, and cultural relations, but also because the establishment of such links can contribute to the easing of East-West tensions.

More recently, Canada has sought to reduce East-West tensions within the framework of the Conference on Security and Co-operation in Europe (CSCE). In 1979, in accordance with decisions taken at Belgrade, the last of three CSCE experts meetings (on co-operation in the Mediterranean) was held in Valletta, Malta. The Canadian delegation was led by Canada's Ambassador to Portugal.

Preparations continued throughout 1979 for the second CSCE follow-up meeting scheduled to be held in Madrid in the fall of 1980. The Canadian Co-ordinator and Ambassador-at-large for the CSCE held consultations with representatives of numerous countries during which he emphasized the importance placed by Canada on the humanitarian objectives of the Helsinki Final Act as well as on the role of the individual in promoting the CSCE process.

### Western Europe

Canada's relations with Western European nations are very close. A majority of Canadians are of European origin and many of them still have ties with their countries of origin; the U.K., West Germany, France and Italy are among Canada's most important trading partners; shared political goals lead to close co-operation with these countries in many forums including NATO, the United Nations, and Economic Summits; cultural exchanges are vast in number, type and character. Elsewhere, similarities of environment and culture have led to close co-operation as in the case of Norway, Sweden, Finland and Denmark, with respect to matters such as the law of the sea, maritime and Arctic environmental questions, exploitation of offshore

petroleum resources, science and technology, and northern studies.

Relations with Denmark took on added significance in 1979 when Greenland—one of Canada's neighbours—was accorded internal autonomy in May. Copenhagen retains responsibility for foreign and defence policy as well as the administration of natural resources. A number of visits to and from Scandinavia took place in 1979, including that of a delegation of Canadian officials which travelled to Reykjavik, Iceland, in October to hold consultations with Icelandic officials and parliamentarians on North Atlantic political and strategic questions.

Relations with the Benelux countries were fostered in 1979 by numerous exchanges and visits. A group of Belgian parliamentarians visited Canada in October. The President of the Senate, the Premier of Ontario and the Commissioner of Official Languages visited Belgium. An important Dutch mission, led by the Netherlands' Vice-Minister of External Commerce, toured Canada seeking ways of increasing industrial co-operation between the two countries.

Relations with Italy are given impetus by the large Italo-Canadian community in Canada; contacts and visits at every level are frequent. The most significant visits to Canada in 1979 were those of the two Italian Vice-Ministers of Foreign Affairs. The Minister of State for Multiculturalism also had discussions in Rome with his Italian counterpart. An Italo-Canadian social security agreement, which authorizes subsidiary agreements with Ontario and Quebec in matters of accident compensation, came into force in 1979.

In 1979, relations with Spain, Portugal, Greece and Turkey again developed favourably. Negotiations continued with Spain on Spanish fishing in waters within Canada's 200-mile zone. Canada's contribution towards relieving Turkey's serious balance of payments difficulties amounted to \$11.8 million.

The United Kingdom remains Canada's largest source of immigrants, its second-largest source of foreign investment, and its third most important export market (close to \$2 billion annually). Canada and the U.K. co-operate closely in NATO, the Commonwealth, the UN, Economic Summits and the Namibia Contact Group.

In addition to numerous working-level contacts throughout the year, the Canadian and U.K. Prime Ministers held discussions in June at the Tokyo Economic Summit and in August at the Commonwealth Heads of Government meeting in Lusaka. The Foreign Ministers of both countries met on several occasions, including the Tokyo Summit and the Brussels NATO Ministerial meeting in December. Bilateral and multilateral economic matters were discussed on the occasion of the November visit to Canada of the British Minister of State for Trade. Several provincial leaders and officials also visited the U.K. during the year, notably the Premiers of Ontario, Manitoba, Saskatchewan and Nova Scotia.

Numerous bilateral issues were dealt with during 1979; among these, a particularly positive development from the Canadian point of view was the British decision late in the year not to move Air Canada's London operations from Heathrow to Gatwick Airport.

Visits and contacts between Canada and the Federal Republic of Germany (FRG) increased significantly in 1979. The FRG Economics Minister visited Canada and held extensive economic and trade discussions with several Canadian ministers. In April, the first round of economic consultations at the senior level took place in Bonn. Shortly afterwards, an influential group of German industrialists and investors (German Federation of Industries) toured Canada to obtain first-hand information and assess prospects for increased Canada-FRG trade. A number of possible joint ventures are under consideration as a result of this mission. During the summer, German parliamentarians visited Canada for discussions and a tour of Camp Shilo, Manitoba, where Canada provides training facilities for West German troops. The Speaker of the Senate visited several German cities, while her counterpart, the President of the Bundesrat and Mayor of Berlin, toured Canada and met with Canadian ministers to exchange views on political and economic matters.

In terms of trade expansion with the FRG, current trends are encouraging. In 1979, Canada's total exports to the FRG amounted to \$1.4 billion, representing an increase of 75 per cent over 1978. Canada thereby moved from the twenty-fifth to the twentieth position as a supplier to the FRG, which has become Canada's fourth largest bilateral export market.

The visit in February 1979 of the French Prime Minister, M. Raymond Barre, constituted an important milestone in the consolidation of Canada's relations with France. Concrete results were achieved in the economic sector; for instance, it was announced that French technology would be used for practicability studies on Arctic gas liquefaction and development. In addition, three agreements were signed pertaining to extradition, transfer of prisoners and social security, the latter being a framework agreement paving the way to separate memoranda of understanding between French social security authorities and Canadian provinces.

The ministers accompanying Mr. Barre also held important discussions with their federal counterparts. Thus, the Secretary of State to the French Minister of Foreign Affairs held talks with the Secretary of State for External Affairs; the French Minister of Culture and Communications discussed co-operation in the growing field of cultural industries with Canada's Secretary of State; and the French Secretary of State for Small Industries exchanged views with his Canadian counterpart.

Following the French Prime Minister's visit, the pace of activities in a number of sectors accelerated. During the national congress of the *Association France-Canada* held in Lyon in April, Mr. Barre, who attended personally, under-

lined publicly the opportunities that Canada's desire to diversify its economic and trade relations abroad represented for France. While Canadian officials visited France to explain Canada's industrial policy and to explore the possibilities of joint ventures with France in third countries in specialized areas, French industrialists and key officials in the energy field came to Canada to study possible purchases and joint production of coal. A technical agreement was concluded in the field of interactive television which may lead to promising joint endeavours in telecommunications. Commercial relations continued to flourish with total two-way trade at approximately \$1.4 billion.

The Canada-France Mixed Commission on Cultural Affairs met in Paris in June; discussions with French officials focused on a number of joint projects which the Federal Government could undertake in co-operation with the provinces. The Premier of Saskatchewan visited France and other European countries in the fall for discussions on the possible sale of uranium and other minerals mined in his province. In December, Miss Flora MacDonald paid an official visit to Paris—her first bilateral visit, thus underlining the importance of Canada-France relations.

Other important visits during the year included a Senatorial mission on the impact in Canada of the "computerization of society", presided over by the former French Minister of Labour; a visit to Canada in late August of a group of French Senators of the "Groupe d'Amitiés France-Canada"; and a mission led by the French Secretary of State for Education to Ottawa, Vancouver and Toronto in October, to further Franco-Canadian co-operation in second-language teaching.

In the technological field, Franco-Canadian co-operation in the construction of a telescope on Mount Kauna in Hawaii was inaugurated in September in the presence of French and Canadian ministers and officials.

## Eastern Europe

Relations with Eastern Europe were marked by expanded trade opportunities, bilateral political and trade consultations, and other discussions related to the expansion of academic and cultural contacts, the improvement of consular procedures, and preparations for the 1980 CSCE conference.

Canada-U.S.S.R. relations in 1979 included a comprehensive and productive round of official-level consultations held in Ottawa in April to review international and bilateral issues; this was followed in September by a useful meeting at the UN General Assembly between the Secretary of State for External Affairs and the Soviet Foreign Minister. Both occasions served to underline the fact that while the two countries did not always agree, they could work together to resolve common problems. For example, the two sides agreed to a special meeting to review consular and consular-related problems. The meeting took place in October and, in addition to the resolution of a number of



specific problems, agreement was reached to begin discussions on a bilateral Consular Convention.

Following a week of negotiations in Moscow on a new program of scientific, academic and cultural exchanges for 1980-81, agreement was reached on a program notable for its realistic assessment of the prospects for co-operation and for the balanced character of the benefits accruing to both sides. In the commercial field, 1979 witnessed a continuation of the trends of earlier years towards increased trade in manufactured goods.

Despite the foregoing progress, the year also included disappointments. The record on family reunification continued to be uneven, with a number of cases being resolved but a substantial number of others awaiting positive decisions from Soviet authorities. Relations were also strained by the expulsion from the U.S.S.R. of a Canadian academic as well as by various incidents at the Canadian Embassy in Moscow. The invasion of Afghanistan by Soviet troops in the closing days of the year constituted a shock which will no doubt have an adverse effect on the climate and nature of relations with the U.S.S.R.

Canada's relations with Poland in 1979 featured significantly expanded co-operation and were highlighted by the visit to Warsaw, in October, of the Minister of Transport and Minister responsible for the Canadian Wheat Board. During the visit, a major long-term grain agreement was signed providing for the sale of between 3 and 4.5 million tons of Canadian grain during the period 1980-82. Canadian officials accompanying the Minister also signed an agreement on aircraft certification to permit the sale of Polish aircraft in Canada.

Also significant in the commercial sector were the annual bilateral trade consultations in November, which provided an opportunity for a review of commercial developments and the identification of future prospects for increased trade. The text of a long-term agreement on the development of economic and industrial co-operation between Canada and Poland was agreed upon during the meeting. This text, which it is hoped will be signed in 1980, represents the first comprehensive agreement dealing with economic relations between the two countries and is an appropriate expression of Canada's interest in further developing the trading relationship with its second biggest customer (after the U.S.S.R.) in Eastern Europe.

In November, a delegation headed by the Polish Vice-Minister responsible for Fisheries visited Ottawa for annual consultations on fisheries matters; it was one of a number of important visits during the year. Regular bilateral political consultations were also held in November. Shortly afterwards, a delegation of Polish physicians visited Canada to participate in the Second Canada-Poland Health Week which had as its theme family practice. Agreement was reached between the respective ministers of health to

establish a joint research project on the treatment of tuberculosis.

Academic relations were another element of growing importance in Canada's relations with Poland. Hundreds of Polish academics and graduate students made study visits to Canada in 1979, many to remain for a year or more, while participating in research projects at universities throughout the country. Moreover, under the auspices of separate exchange agreements between Canadian and Polish universities, as well as the Government's own scholarship program, several Canadian professors and students were able to spend periods of some months in Poland. In April, the Rector of the Catholic University of Lublin paid a visit to Canada. The editor-in-chief of the important Polish weekly *Tygodnik Powszechny* also visited Canada in November.

Canada's relations with Yugoslavia have been facilitated by extensive bilateral business interests and the presence in Canada of approximately 120,000 Canadians of Yugoslav origin.

Unlike other Eastern European countries, Yugoslavia is not a member of either the Warsaw Pact military alliance or the Council of Mutual Economic Assistance. It does, however, play an active and influential role not only as a leader of the non-aligned movement but in seeking to further *détente*. Because of these converging interests, Canada values consultations with Yugoslav authorities. In 1979, the Secretary of State for External Affairs and the Yugoslav Foreign Minister held bilateral discussions at the United Nations General Assembly; in September, the Yugoslav Agriculture Minister took advantage of his attendance at the World Food Conference held in Ottawa to pay an official visit to Canada. During his visit, several trade prospects and areas of technical co-operation were identified.

The main element in Canada's relations with Romania continued to be that of nuclear co-operation, which generated numerous visits at the working level. In addition, however, as part of the political consultative process, a Canadian delegation led by a Deputy Under-Secretary of State for External Affairs visited Bucharest in July to review bilateral relations and the international situation. In October, a Romanian delegation led by the Romanian Secretary of State for Foreign Trade and Economic Co-operation visited Ottawa for the annual Canada-Romania trade consultations. A senior level Romanian delegation attended bilateral consultations in Ottawa in December with a view to the eventual conclusion of a consular convention. Several provincial agricultural and trade delegations also visited Romania during the year.

The major event in Canada's relations with Czechoslovakia was a meeting at the United Nations, in New York, between the Secretary of State for External Affairs and the Foreign Minister of Czechoslovakia. A delegation of Canadian parliamentarians also travelled to Prague to attend the



International Parliamentary Union's spring meeting; in September, the Canadian Olympic hockey team travelled to Prague for the *Rudo Pravo* hockey tournament. The Orford Quartet performed at the Bratislava Music Festival in October.

Relations with Hungary were particularly active in 1979. The Hungarian Minister responsible for building and urban development visited Canada in February. The following month, an agreement on scientific co-operation was signed in Budapest between the Social Sciences and Humanities Research Council of Canada and the Academy of Sciences of Hungary. In March as well, the first meeting of the Canada-Hungary Joint Committee on Veterinary Co-operation was held in Ottawa. In May, officials of the Department of External Affairs travelled to Budapest for discussions on a possible consular convention. A Deputy Under-Secretary of State for External Affairs carried out political consultations in Budapest in August. Hungarian-Canadian economic discussions took place in Budapest in late October (further to the above-mentioned agreement on scientific co-operation). Finally, in November, a memorandum of understanding in the field of television was signed between Magyar Televizio and the CBC during the visit to

Ottawa of the president of the Hungarian television network.

Canada/German Democratic Republic (GDR) political consultations were held in Ottawa in March, with the Vice Foreign Minister leading the visiting delegation. In May, the GDR's First Deputy Minister of Foreign Trade visited Ottawa; discussions took place on ways of furthering commercial relations between Canada and the GDR. Productive co-operation in the area of fisheries continued with joint consultations held in January to review reserve allocations and commensurate benefit proposals for 1979.

The Bulgarian Minister of Agriculture visited Canada as the guest of the Minister of Agriculture in November 1979. This successful visit provided an opportunity for the ministers to sign a veterinary memorandum of understanding, and laid the groundwork for increased trade and co-operation in agriculture and related areas. In December, the Bulgarian Deputy Minister of Foreign Trade led a delegation to Ottawa for the annual Canada-Bulgaria trade consultations; these were useful in resolving some of the irritants in bilateral trade and identifying areas where trade and co-operation could be expanded.



## PART B

### Chapter 4: AFRICA AND THE MIDDLE EAST

Problems in Africa and the Middle East were again matters of major concern for Canada and the international community in 1979, although there were important positive developments: Egypt and Israel signed a treaty of peace on March 26, 1979, and its implementation proceeded by stages in the months that followed. Britain and the "front-line" states were involved in intensive diplomatic efforts to resolve the question of Rhodesia-Zimbabwe, culminating in the successful conclusion on December 21 of the all-party negotiations at Lancaster House in London, which followed a consensus reached at the August Commonwealth Heads of Government meeting in Lusaka.

Perhaps the most notable issue in Canada's relations with the countries of the Middle East was the proposal of Prime Minister Clark to move the Canadian Embassy in Israel from Tel Aviv to the western part of Jerusalem. The Honourable Robert Stanfield was later appointed by the Prime Minister to study this and other aspects of Canada's relations with the region. In his interim report, which was accepted by the Government, Mr. Stanfield recommended that the Embassy remain in Tel Aviv and that the question of relocation should await a resolution of the Jerusalem issue as part of a comprehensive peace settlement.

Elsewhere in the area, the fall of the Shah's regime in Iran was followed by the proclamation of a provisional Islamic government; Idi Amin of Uganda, Macia Nkuema of Equatorial Guinea and Emperor Bokassa of the Central Africa Empire were overthrown and there were changes of regime in Ghana and Nigeria. Canada, the United States, Britain, France and the Federal Republic of Germany continued to work for a peaceful settlement in Namibia, but were unable to make any very substantial progress; tension continued between Morocco and Algeria over the former Spanish Sahara; the seizure of the Great Mosque at Mecca by Saudi dissidents had reverberations throughout the Islamic world.

As part of his trip to the Commonwealth Heads of Government Conference in Lusaka, Prime Minister Clark also visited Tanzania, Kenya and the Cameroon Republic, becoming the first Canadian prime minister to pay an official visit to Africa.

#### English-speaking Africa

Until the Commonwealth Heads of Government Conference in August, there seemed little prospect of a peaceful settlement in Rhodesia, and the issue was becoming an

increasingly disruptive one within the Commonwealth. As it turned out, the Commonwealth was the catalyst for a process which began with the agreement in Lusaka and led to the successful Lancaster House talks in London. Their success depended upon the skill and determination of the British Government, the willingness of the parties in Rhodesia itself to negotiate seriously, and the supporting role played by the African "front-line" states.

There was some hope that this progress in settling the Rhodesia problem would provide an impetus to efforts for a solution in Namibia. By the end of 1979, however, there had been little progress towards an internationally acceptable solution, and South Africa's illegal occupation of Namibia continued.

South Africa itself continued to attract international condemnation for the policy of *apartheid*. While Prime Minister Botha publicly acknowledged the need for change, there were no reforms of significant benefit to the black majority. The majority of Canadian companies with operations in South Africa made their first annual reports to the public on the employment practices of their South African affiliates in the context of the Canadian Government's code of conduct.

In East Africa, Uganda continued to be a focus of instability in 1979. In April, Tanzanian forces and Ugandan exiles accomplished the overthrow of President Amin, who was replaced in the first instance by President Lule, followed in June by Godfrey Binaisa. At the end of the year, the country was still plagued by severe economic and public-security problems. Canada participated to the extent of \$3 million in a World Bank arrangement for short-term development assistance to Uganda.

Tanzania's economic problems have been increased by its military involvement in Uganda. In Kenya, which has adjusted well to the post-Kenyatta era, short-term economic difficulties have been caused by falling prices for some Kenyan commodities, together with rising energy costs. The Canadian development assistance program in Tanzania continued to be larger than in any other African country, but aid to Kenya also remained substantial.

The level of tension in the Horn of Africa persisted unabated. Canadian assistance to the growing refugee populations in the area was provided through the International Committee of the Red Cross. Within Ethiopia, internal conditions showed some improvement, in spite of



continued insurgent activity in Eritrea and the Ogaden. Bilateral relations with Ethiopia were characterized by a marked increase in trade and the continuation of a major water development scheme.

In West Africa, Ghana's military government was overthrown in June by a group of junior officers led by Flight Lieutenant Rawlings and a number of former Ghanaian leaders were shot. Elections for a civilian government were held as planned nonetheless, and a new government took power in October under President Limann and began to tackle Ghana's considerable economic problems. Canada has maintained a substantial development assistance program in Ghana, and two major projects in the northern and upper regions were announced by the Minister of State for the Canadian International Development Agency (CIDA) when he visited Accra in December.

The Federal Military Government of Nigeria ceded power in October to a civilian government under President Shagari elected in accordance with the constitution promulgated a year before. The new government continued the foreign policy established by its predecessor and, in particular, its overriding interest in African affairs, including pursuit of a peaceful resolution to problems in Southern Africa. The cancellation of bilateral technical training arrangements was offset by agreements for the development of polytechnic schools in Nigeria, and by negotiations to establish a joint economic committee. Trade increased appreciably. A number of attachments with departments of the Canadian Government were arranged for officials of the Nigerian Government.

It was fitting that the first major step towards the resolution of the Rhodesian problem took place at Lusaka during the Commonwealth Heads of Government Meeting, as Zambia had been one of the most directly affected of the front-line states. Canada maintained a substantial development assistance program for Zambia, concentrated in sectors adversely influenced by the Rhodesian situation. Assistance to Zambia's neighbour, Malawi, continued to be concentrated on railway building, which also formed the substance of Canada's relations with Botswana, Lesotho and Swaziland.

### **The Middle East**

On June 5, 1979, Prime Minister Clark confirmed that it was his government's intention move the Canadian Embassy in Israel from Tel Aviv to Jerusalem. This decision was welcomed by Israel but greeted with disapproval by a number of Arab and other Moslem countries.

After meetings with the ambassadors of Arab countries and the Ambassador of Israel on June 23, the Prime Minister announced the appointment of the Honourable Robert Stanfield to conduct a thorough study on Canada's relations with the countries of the Middle East and North Africa, as well as the question of Jerusalem.

Mr. Stanfield began his study on July 12. He undertook a wide range of consultations with individuals, interested groups and some provincial governments in Canada as well as the Department of External Affairs and other government departments. In September and October, he visited Israel, Turkey, Jordan, Syria, Saudi Arabia, Iraq, Egypt and Britain. On later trips, he had discussions with official representatives and private individuals in the United States, France, Italy, the Vatican, Algeria and Morocco as well as at the United Nations headquarters in New York. (Planned visits to Libya and Tunisia had to be cancelled because of illness.) Mr. Stanfield's interim report was submitted on October 26, and his final report was in preparation at the end of the year.

Earlier in 1979, negotiations for a treaty of peace between Israel and Egypt on the basis of the Camp David accords reached a successful conclusion and the treaty was signed on March 26. Most other governments in the Arab world introduced political and economic sanctions against Egypt in protest. Negotiations between Egypt and Israel were subsequently begun, with the participation of the United States, to work out interim arrangements for Palestinian autonomy in Gaza and on the West Bank, also on the basis of the Camp David accords. Canada welcomed the peace treaty between Israel and Egypt as an important first step towards a comprehensive peace settlement between Israel and all of its Arab neighbours. In this context, Canada attached great importance to the success of the autonomy negotiations, which the parties to the treaty had hoped to complete by May 26, 1980. Other provisions of the treaty, notably successive Israeli withdrawals from the Sinai peninsula, were implemented on schedule.

With the conclusion of a peace treaty between Israel and Egypt, the United Nations Security Council could not agree on the renewal of the mandate for the peacekeeping force in Sinai. The mandate therefore lapsed and the force, including a large Canadian logistic support contingent, withdrew. Our contingent with the UN Disengagement Observer Force on the Golan Heights remains.

As the year began, deteriorating conditions in Iran had prompted the evacuation of Canadians from that country. A second evacuation, also by Canadian Armed Forces aircraft, took place in February.

Following the departure of the Shah, Prime Minister Shapur Bakhtiar attempted to continue his government, but felt obliged to resign when the Ayatollah Khomeini returned from exile and continued to insist that a government which owed its appointment to the Shah could not be tolerated. A provisional Islamic government under Prime Minister Mehdi Bazargan took power on February. The Canadian Government announced its recognition of the new regime on February 15.

The situation in Iran continued to be unsettled and unstable, with no clear delineation of authority between the government and the senior clergy. A number of political

and military figures of the Shah's regime were executed, including former Prime Minister Hoveyda and former Foreign Minister Khalatbari. The new Iranian regime was not receptive to representations made by various countries, including Canada, on the human rights aspects of these actions.

On November 4, following the admission of the Shah to the United States for medical treatment, Iranian militants (most, if not all of them, students) seized the American Embassy and its staff, except for three officials who were at the Foreign Ministry and six who subsequently took refuge with the Canadian Embassy. The conditions set for the release of the hostages were the return of the Shah to Iran for trial and the return of all assets held by the former Iranian royal family abroad. The Ayatollah Khomeini announced his support for this action of the militants, and Prime Minister Bazargan (who had attempted to resign a number of times) had his resignation accepted not long afterwards. Canada was active in bringing about a joint Commonwealth statement calling for the release of the hostages and in seeking similar action by the individual states of the francophone community.

When no action to release the hostages followed the victory in a national referendum for the Ayatollah Khomeini's proposal that Iran should become an Islamic Republic, the Secretary-General called a meeting of the Security Council, to which Iran refused to send a representative. At meetings on December 4 and December 30, resolutions condemning the Iranian action were passed. Although Canada was not a member of the Council, the Secretary of State for External Affairs, Flora MacDonald, went to New York to speak in support of the latter resolution.

The confusion prevailing in Iran consequent to the change in regime, together with the prospect of drastic changes in Iranian economic priorities, led to a considerable reduction of Canada's trade with Iran. Canadian exports for 1979 amounted to \$22.4 million, compared to \$151.8 million in 1978. Our exports to the Middle East as a whole were \$752.3 million in 1979 as compared to \$729.2 million in 1978.

The Middle East continued to be an important supplier of oil to Canada, with our imports in 1979 from the region amounting to 228,000 barrels per day or 14 per cent of total Canadian consumption compared to 269,000 barrels per day (44 per cent of imports and 15 per cent of consumption) in 1978. Supplies from Iraq (roughly 10,000 barrels per day) were interrupted from July to December, and those from Iran (an average of 46,000 barrels per day in 1979) were cut off when the Iranian authorities declared on November 15 that they would no longer sell to American-based multinational oil companies.

### **Francophone Africa**

Canada's policy of intensifying relations with the French-speaking countries of Africa continued in 1979, particularly

through Canadian participation in their social and economic development. There were also various opportunities (the UN General Assembly, discussion of the hostage-taking incident in Tehran, etc.) to undertake consultation with these African countries on international issues.

One of the high points of the year was the very cordial reception given in August to Prime Minister Clark in Cameroon in the course of the first visit to Africa by a Canadian prime minister. This visit was followed by a trip in December by the Minister of State for CIDA to the Ivory Coast, Mali, Niger, Senegal, Ghana and Togo.

There were also a number of high-level visits to Canada, notably that of President Léopold Sédar Senghor of Senegal, who stopped in Ottawa in April for conversations on matters of mutual interest. In the course of the year, a number of African ministers also made private or official visits, including the Malian Minister of Foreign Affairs, the Minister of Mines and Energy from the Congo, the Minister of Transport from Burundi, the Ivory Coast's Minister of Primary Education and Educational Television, the Minister of Planning from Cameroon, Togo's Minister of Finance and the Secretary of State for the Public Service from Zaire.

Our commercial relations with francophone Africa were marked by a constant flow of visits by businessmen to most of the countries of the region, particularly to North Africa, Cameroon and the Ivory Coast. Algeria, in particular, has become our principal commercial partner in Africa. There were also visits to Canada by a number of commercial delegations from francophone Africa.

Despite a certain slowing down in the expansion of our aid program, francophone Africa continued to receive a significant part of our funds (23 per cent of the disbursements under CIDA's bilateral program). In order to co-ordinate our efforts better in this respect, we joined France, the Federal Republic of Germany, the United States, the United Kingdom and Belgium in December to form a consultative organization: *Action Concertée pour le Développement en Afrique*, or ACDA (Concerted Action for Development in Africa).

Agreement to establish bilateral commissions with Cameroon, the Ivory Coast, Senegal and Algeria has provided a framework that will be useful in intensifying our relations with these countries.

The human rights situation clearly improved with the fall of President Macias Nguema in Equatorial Guinea and Emperor Bokassa I in the Central African Empire, which once again became a Republic.

Peace and security remained fragile in Chad despite the creation of a government of national unity. In Western Sahara, armed clashes between Moroccan military forces and the Polisario Front became more frequent. Canada's position on this dispute remained neutral.







## PART B

### Chapter 5: ASIA AND THE PACIFIC

As a country with an outlook on the Pacific, Canada has long had ties with the countries of Asia and the Pacific. The region encompasses countries of greatly different cultures and political and economic systems; Canada's relations with them reflect this diversity. In 1979, several over-all trends were nonetheless discernible. One was the Canadian public's increasing interest in the world-wide importance of the area and specifically in its importance to, and impact upon, Canada. Another was expanding trade and the increase in the complexity of economic interrelationships involving both aid and trade between Canada and the countries of Asia and the Pacific. A third trend was Canada's growing awareness of and concern for Asia's unstable regions and events related to them, such as the Soviet invasion of Afghanistan and continuing conflict in Indochina, bringing in its wake the tragic refugee problem.

#### North Asia and the Pacific

The fiftieth anniversary of the establishment of diplomatic relations between Canada and Japan was reached in 1979. It was celebrated by a number of special events especially in the cultural and academic spheres, and by further efforts to develop a mature and wide-ranging relationship which accurately reflects the importance of the association to Canadians and Japanese alike. In the political sphere, the year began with the visit to Japan of the Leader of the Opposition, Mr. Clark, who subsequently returned as Prime Minister for the Tokyo Economic Summit in June, accompanied by the Secretary of State for External Affairs and the Minister of Finance. The tradition of consultation was further strengthened by discussions at other multilateral economic meetings such as the OECD and International Energy Agency ministerial meetings. Frequent contacts at the official level continued on a variety of issues, both in the respective capitals and at the United Nations.

Throughout 1979, there was further progress in developing the economic ties which remain the major element within the Canada-Japan relationship. Japan is Canada's second largest trading partner, with trade increasing 18 per cent to \$6.24 billion. Canadian exports to Japan increased by one-third to \$4 billion, Japan's exports to Canada declined slightly to \$2.16 billion. This left Canada with a trade surplus of \$1.82 billion, over twice the 1978 figure. Japan is Canada's largest agricultural market and is also Canada's primary market for coal, while copper, lumber, wood pulp and fish products are also important export

items. Steady progress was made in increasing sales to Japan of upgraded and manufactured products.

In 1979, economic co-operation expanded, notably in energy, forest products and housing, and new areas for joint ventures and Japanese investment in Canada were explored. The second meeting of the Canada-Japan Joint Economic Committee was held in Tokyo in March 1979, and a large number of government and industrial missions were organized.

Ultimately, expanded economic relations with Japan depend on initiatives by the private sector. Here, too, there were major efforts to increase contacts, advance mutual understanding and investigate business opportunities. The second Canada-Japan Businessmen's Conference was held in Toronto in May 1979, and built successfully on the groundwork laid at the first conference the year before. The Canadian Government has given its wholehearted support to these significant private-sector meetings.

Since many provinces have large interests in Japan, the Federal Government has continued to assist their efforts and to consult with them on the content and conduct of Canadian policies towards Japan. In 1979, assistance was given to ministerial missions from the provinces of Ontario, Saskatchewan, Manitoba, British Columbia and Alberta, and to one led by the Premier of British Columbia in October.

Exchanges and co-operation in the field of science and technology continued to be an increasingly active element of the over-all relationship. Efforts to bring Canadian culture to the attention of the Japanese public were highlighted by the first meeting of the Canada-Japan Cultural Consultative Committee which was established under the 1976 Cultural Agreement. Several well-known Canadian artists visited Japan, including composer Harry Somers and the Associate Conductor of the Toronto Symphony, Victor Feldbrill. The mime troupe Theatre Beyond Words toured and appeared on Japanese national television, and the Lampoon Puppet Theatre performed in the International Puppet Festival of the Asian and Pacific region. Variety was provided by a Quebec film festival and a touring exhibition of Canadian landscape paintings.

Academic study of Canada was encouraged by a major three-day conference on Canada-Japan relations mounted by the Japanese Association of Canadian Studies and by the first issue of the new *Japanese Review of Canadian Studies*.

Sixteen scholarships were made available for Japanese students to study in Canada, and Canadian studies in Japan were enhanced by the appointment of York University professor John T. Saywell as Visiting Professor of Canadian Studies.

An active program of sponsored visits to Canada by Japanese journalists was highlighted when a group of managing editors and other senior figures from the Japanese media undertook an extensive tour of Canada. A major Japanese media organization opened Japan's second news bureau in Canada.

Relations with the Republic of Korea continue to assume an increasingly broader base in political and economic terms. The most dynamic element has been trade, which grew 40 per cent to \$830 million in 1979. A 70 percent increase in Canadian exports helped to reduce the trade imbalance from \$200 to \$100 million. Export prospects remain promising, particularly in the agricultural and high-technology sectors, as Korea's economy continues to expand and the Koreans seek to diversify their sources of supply for a range of goods and services.

As part of the effort to diversify the bases of the relationship and to develop the political dimension to support and nourish the rapidly growing economic links, the Korean Foreign Minister had talks in Ottawa in February 1979 with the Secretary of State for External Affairs, the Minister of Industry, Trade and Commerce, and the Prime Minister. The two foreign ministers met also in early October in New York while attending the fall session of the UN General Assembly. In November, Canada sent a senior delegation led by the Speaker of the Senate to attend the state funeral of President Park Chung Hee. These activities at the political level have been complemented by contacts among officials in the two capitals and during multilateral meetings where a wide range of political and economic subjects has been discussed.

The Federal Government has continued to assist the provinces in furthering their bilateral relationships with Korea. The Premier of British Columbia visited Seoul in October, followed later the same month by the Minister of Environment and Alberta's Minister of Agriculture.

Outside government, the Canadian business community has shown strong interest in closer, more direct ties with the Korean private sector. In early December, interparliamentary relations reached a new level with the formation in Canada of a Canada-Korea Parliamentary Friendship Association to complement an existing Korean counterpart. Academic relations were given greater emphasis as a result of several visits in each direction by senior academics.

Canadian interests in Korea and the region remain fundamentally dependent on the maintenance of peace and stability on the Korean peninsula. Within the Republic of Korea, there was some uncertainty following the death of President Park Chung Hee in late October, but at year's

end, the interim president was proceeding on a course of constitutional reform. Because of concerns among Canadians about the observance of human rights in Korea, Canada welcomed indications that the new government was moving towards a more liberal political system.

In the peninsula as a whole, attempts by the South to resume the dialogue with North Korea were once again unsuccessful. Canada continues to welcome proposals to reduce tensions and remains committed to the principle that the Republic of Korea must assume a leading role in the negotiation of any settlement of the Korean problems.

China continued in 1979 its policies of economic development and modernization. In March, it undertook a revision of targets for the period until 1982, reflecting higher priority for traditional areas of emphasis - agriculture and light industry. This retrenchment policy has reduced the rate at which China is importing high-technology goods, but it has not altered the essence of its policy or its determination to modernize.

The year witnessed a further expansion of Canada-China relations. An estimated 80 delegations from each country visited the other during the year. The Canadian Minister of Industry, Trade and Commerce visited China in January. In October, the Chinese Foreign Trade Minister paid a visit to Canada during which he renewed the Canada-China Trade Agreement for an additional three years and signed a protocol on economic co-operation. In September and October, a delegation of the Canadian Parliamentary Association, led by the Speakers of the House of Commons and the Senate, visited China.

In September, a delegation of the Chinese Association for Friendship with Foreign Countries visited Canada. Two months later, an official Canadian delegation visited China for observances commemorating the fortieth anniversary of the death of Dr. Norman Bethune.

Trade continued to expand, reaching almost \$760 million in 1979, an increase of almost 40 per cent over the previous year. Canada exported goods worth almost \$600 million to China, particularly wheat. Imports—mainly textiles—climbed 77 per cent to \$167 million, reducing Canada's traditional trade surplus with China.

Cultural exchanges were highlighted by a tour of Canada by the Peking Opera Company in October and November and a visit to China by Karen Kain and Frank Augustyn of the National Ballet of Canada. Science and technology exchanges occurred in such areas as agriculture, mining technology, geology, medicine, metallurgy, oceanography and communications. A delegation of the Department of Communications held discussions with officials of the Chinese Ministry of Posts and Telecommunications in Peking in October. CTV placed a resident correspondent in Peking during the year, reflecting the growing Canadian interest in Chinese affairs.



In a major new development, the Department of External Affairs and the Chinese Ministry of Education signed a memorandum of understanding on the placement of Chinese research scholars in Canadian institutions of higher learning. As a result of this arrangement, some 140 Chinese scholars were studying in Canada by the beginning of 1980. Under the family reunification program, more than 2,040 Chinese arrived in Canada, by far the largest number on record since the program began in 1974, and bringing the total to 5,600.

Relations between Canada and Hong Kong were highlighted by a visit to Canada in October by H.E. Sir Murray Maclehoose, Hong Kong's governor. The Governor paid tribute to Canadian efforts in respect of the Indochina refugee crisis, wherein Canada accepted more than 4,000 refugees from the Hong Kong camps as immigrants. A heavy flow of immigrants and students, in addition to the refugees, continued from Hong Kong including those qualified under the family reunification program.

In the area of trade, Canadian exports in 1979 reached \$140 million, 40 per cent higher than 1978, and more than double the 1977 figure. Imports from Hong Kong also registered a strong rise, reaching \$430 million, 30 per cent above the 1978 level.

Canada's relations with Australia and New Zealand continued to be uniquely close and valuable, and involved particularly active co-operation on a wide number of issues of bilateral, regional and multilateral concern. These often centred on matters relating to the Pacific rim, an area of increasing interest to the three countries, including the problems of Indochina and Vietnam and the refugee question; they have also extended to issues of a broader nature, such as energy, law of the sea and fisheries, Southern Africa, the Soviet invasion of Afghanistan, and co-operation within the Commonwealth.

On a bilateral level, Australia and New Zealand together are among Canada's largest trading partners. Trade in 1979 will be approximately \$1 billion, with manufactured or processed goods making up a large proportion of Canada's exports. Since the end of the Tokyo Round of the Multilateral Trade Negotiations, attention has turned to a review of Canada's over-all trading framework with Australia and New Zealand, including the existing preferential agreements. Exploratory talks between Canadian officials and their Australian and New Zealand counterparts towards the end of the year revealed a mutual desire to see the bilateral trade relationship strengthened and expanded.

Five federal and four state ministers from Australia, including the Deputy Prime Minister and Minister of Trade, visited Canada in 1979, and four New Zealand ministers, among them the Deputy Prime Minister and Foreign Minister, travelled to Canada in the same period. The Premiers of Manitoba and Saskatchewan and a number of provincial ministers visited Australia and New Zealand, and a large delegation of federal and provincial parliamentarians

attended the twenty-fifth Commonwealth Parliamentary Conference in Wellington and Auckland.

In addition to these high-level visits, a constant and useful exchange continued at all levels of government, business and the professions. Besides working closely on foreign policy matters, Canadians have consulted their Australian and New Zealand counterparts on issues where the three countries share common domestic concerns and experiences. These have included native peoples, federal-provincial relations, resource development and land use, protection of the environment, and transportation.

## **South and Southeast Asia**

Relations between Canada and the member countries of the Association of Southeast Asian Nations (Indonesia, Malaysia, the Philippines, Singapore and Thailand) were characterized by a rapid growth of 40 per cent in trade to more than \$800 million. The growth of the ASEAN economies at an annual rate of 7 per cent over the past decade has created opportunities for Canadian exports to and investment in the ASEAN countries. During 1979, the Canadian Government supported 40 industrial development co-operation projects in the ASEAN countries, of which six involved ASEAN-wide regional co-operation in economic and industrial development. In 1979, a group of ASEAN journalists toured Canada, and the Canadian Government supported participation by ASEAN academics at a Conference of the Canadian Council of Southeast Asian Studies in Vancouver in November. Informal talks of the Canada-ASEAN Consultative Committee, involving Canadian officials and the ASEAN Heads of Mission in Ottawa, centred on the prospects for broadening and strengthening relations.

The Minister of Industry, Trade and Commerce visited Indonesia and the Philippines in January to promote commercial co-operation. A number of provincial ministers and official delegations visited the region. Indonesia became one of Canada's major recipients of bilateral development assistance in 1979 as commitments were given to projects valued at \$122 million over the next five years. Projects worth another \$150 million were under consideration. Attractive commercial prospects in Indonesia, such as the South Sumatra mining, transportation and power project, were pursued.

At the Commonwealth Heads of Government meeting in Lusaka, Canada joined Malaysia and Singapore in reaffirming support for the Commonwealth association. Canada reached agreement with Singapore on clothing and textile imports and continued to negotiate with Malaysia on these matters. Through its bilateral development assistance program, Canada contributed to a geochemical survey project which added considerable information about Malaysia's mineral resources. In his capacity as president of the World Food Council, the Minister of Agriculture for the Philippines visited Ottawa for meetings of the Council. In September, Thailand's Prime Minister, Mr. Kriangsak, and his Foreign Minister also visited Canada.



Canadian interest in peace and stability in Southeast Asia was reflected in Canadian support for efforts to seek solutions to the political and humanitarian problems caused by war, famine and disease in Vietnam, Kampuchea and Laos. The pursuit of this objective led to close consultation with the ASEAN countries, and became a prominent feature of Canada's relations with them. Canada established a program to accept 50,000 refugees by the end of 1980. Many of these refugees come from camps in the ASEAN countries where they first sought asylum. Canada also announced donations of \$15 million to international organizations for humanitarian relief to Kampucheans both in Kampuchea and in Thailand.

In the United Nations Security Council, Canada forcefully condemned both the Vietnamese invasion and occupation of Kampuchea and the subsequent invasion of Vietnam by China. In the United Nations General Assembly, Canada co-sponsored a resolution put forward by the ASEAN countries on the situation of Kampuchea. The resolution urged UN members to co-operate in the provision of humanitarian relief, and called for the cessation of hostilities, the withdrawal of foreign troops, self-determination for the Kampuchean people, and other measures to facilitate a peaceful solution to the problems of that country.

The establishment of a family reunification program was the primary focus in 1979 of Canada's bilateral relations with Vietnam. Progress in establishing the program was made during 1979, and arrangements completed for several hundred Vietnamese residents to be reunited with relatives residing in Canada.

In 1979, South Asia's critical geo-political importance was underscored by events in the region and adjacent areas, including the impact on the region of the Soviet invasion of Afghanistan, the reaction of adjacent countries to the Afghanistan crisis, the re-emergence of Indira Gandhi as a major political leader in the subcontinent, and the "Islamic revival" which was given additional impetus by the Iranian revolution. In addition, the nuclear dimension of sub-continental politics, especially its non-proliferation aspects, remained of particular and grave concern to Canada.

The Soviet invasion of Afghanistan and re-making of the Afghan Government have made an already disturbed regional situation even more complex and dangerous. Canada refused to recognize the Soviet-installed regime in Afghanistan and suspended development assistance. Cana-

da's concern with the Afghanistan crisis relates not only to the regional implications—in the sense that developments there have an immediate bearing on Iran, Pakistan, India and, indeed, on China—but also to the adverse impact which the Soviet invasion has had on East-West relations generally.

During 1979, internal conflict in Afghanistan resulted in the movement into Pakistan of more than half a million refugees, who constituted a heavy burden on the already uncertain Pakistani economy. Political tensions increased in Pakistan with the April execution of former Prime Minister Bhutto and the cancellation of November elections. In bilateral contacts with Pakistan, Canada continued to underline concerns in relation to nuclear non-proliferation matters in the face of recurring reports that Pakistan was developing an independent nuclear capability.

Throughout 1979, India was preoccupied with national elections and continuing economic problems. The two-year old government of Prime Minister Desai gave way to a caretaker government headed by Charan Singh which was, in turn, defeated at the polls by the rejuvenated Congress Party of Indira Gandhi. Indo-Canada consultations continued on a broad range of issues. India remained Canada's fourth largest market in Asia, absorbing over \$250 million in Canadian exports, and supplying approximately \$70 million in imports, mainly textiles. In 1979, chronic problems of want were exacerbated by the worst drought in a century and while India was able to withstand the natural disaster because of surpluses from previous bumper crops, Bangladesh required emergency international assistance, in which Canada participated.

A productive dialogue continued with Sri Lanka, a country which pursues a moderate foreign policy and is a leading member of the Non-Aligned Movement. Last autumn, the Canadian Government announced the commitment of \$83 million on the hydro-electric irrigation project of the Maduru Oya river basin; this will be Canada's largest single developmental assistance project. The Sri Lankan Foreign Minister visited Ottawa briefly in September.

Development assistance programs in India, Pakistan and Bangladesh remain Canada's largest, even in this period of budgetary restraint. This concentration of assistance is a reflection of long-standing recognition of the fact that over half a billion of the world's poorest people live in the subcontinental area.

## PART C

### **CULTURAL EXCHANGES AND INFORMATION IN FOREIGN RELATIONS**

Public attitudes towards Canada constitute an important factor in relations with other countries. Informing the public abroad—particularly persons who are influential in forming opinions about Canada—and stimulating cultural and academic exchanges are, therefore, major tasks of the Department of External Affairs. In Canada, providing information to the media, to people and institutions with a particular interest in foreign affairs and to the general public has helped to broaden discussion about Canadian interests in the world.





## PART C

### Chapter 1: INTERNATIONAL CULTURAL RELATIONS

#### Cultural agreements

Canada's cultural relations with Belgium, France, Japan, Mexico and the Federal Republic of Germany are governed by official cultural agreements, and relations with the U.S.S.R. come under a General Exchanges Agreement. There are periodic consultation meetings with Britain and the Netherlands, while relations with other countries are within the framework of programs. Under the respective agreements, the ninth session of the Canada-France Joint Commission took place in June and the fifth session of the Canada-Belgium Joint Commission in September. The General Exchanges Agreement with the U.S.S.R. was renegotiated in November.

#### Artistic exchanges and cultural promotion

The number of professional artists who received grants for their tours abroad was significantly higher in 1979 than in previous years. As the budget remained at the same level as in 1978, however, the amounts granted had to be reduced and artists had to be encouraged to find other sources of funding. The artists come from all parts of Canada, and their grant applications are subject to the recommendations of an Advisory Committee. The cultural centres in Paris and Brussels continued at their usual level of activity, and the centres in London and New York witnessed an increase in their activities.

In addition to the impressive number of tours and performances carried out on a strictly commercial basis, 82 groups or individuals in the performing arts (theatre, music and dance), in comparison with 42 in 1978, received assistance within the framework of exchanges with other countries, through the arrangements mentioned above. While Europe is still a market highly sought after, the United States is a very important one though difficult to penetrate. There were two tours of the U.S.S.R. and important tours were organized in Japan to mark the fiftieth anniversary of our relations with that country.

The most significant Canadian theatre event in Europe was the three-month tour of the Compagnie des Deux Chaîses, with its 61 performances of Michel Tremblay's *A toi, pour toujours, ta Marie-Lou* (*Forever yours, Marie-Lou*) in France, Belgium, Switzerland and Britain. Groups from all the provinces received official support, and were evenly divided between the theatrical and the musical fields. There were several musical tours of Europe, the

United States, the U.S.S.R. and Japan. The Department continued to support the Orchestre mondial des Jeunes musicales, thus facilitating contacts and promoting understanding among young musicians from 24 countries.

Conductor Victor Fieldbrill from Toronto visited Japan for three months, conducting several of that country's finest orchestras, in particular the Tokyo University of the Arts Professional Symphony Orchestra in its interpretation of *Lyrics for Orchestra* by Toronto composer Harry Sommers, who was present.

There were a number of major events for Canadian dancers and dance companies during the year. The Toronto-based National Ballet gave a week of performances at the Royal Opera House in London, England, while the Grands Ballets Canadiens of Montreal toured the European festivals. The Danny Grossmann Dance Company from Toronto took part in the Dance Umbrella in London, then toured Britain giving 13 performances and took part in the Los Angeles, U.S.A. Dance Festival. The Royal Winnipeg Ballet participated in the festival in Birmingham, Alabama. Dancers Karen Kain and Frank Augustyn of Toronto went to China for two weeks, then spent a few days in Tokyo. Also within the framework of exchanges with China, the Department co-operated with the Touring Office in arranging the Canadian tour of the Peking Opera.

With regard to the visual arts, the Department in co-operation with other government agencies (the Film Festivals Bureau of the Secretary of State Department, the National Film Board and others) co-ordinated Canada's participation in various film festivals, in particular: Moscow, Cannes, Venice, Berlin, Krakow (Poland), Sao Paulo (Brazil), Espenba (Portugal), Prague, Salerno (Italy) and Annecy (France). An NFB team went to China to film a documentary. Our embassy facilitated the team's contacts there. In addition a retrospective of Canadian film, prepared by the Public Archives, was presented in Italy and Spain.

The exhibition of works by Michael Snow, organized by the National Gallery and first presented in Paris in 1978, circulated in Germany and the Netherlands in 1979. Other action in the plastic arts included: continuation of the tour of a major print collection prepared by the Museum of Man under the title *Inuit Retrospective*, in France in 1979; Departmental assistance to a number of private galleries and artists so that they could take part in the Prague Quadrennial and the Basel International Fair; and circulation of collec-

tions belonging to the Edmonton Art Gallery (*Certain Traditions*), Factory FF (20 x 20 *Italia/Canada*) and Nova Gallery (*Three Canadian Photographers*) in Britain, Italy and the United States respectively. A number of foreign art critics and journalists came to Canada under the auspices of the Department. In addition, after circulating in Europe and Africa, the Department's permanent print collections were sent to Australia, Japan, Mexico and the United States.

In the literary field, one initiative in particular deserves special mention—the organization of European tours, in co-operation with the Guild of Canadian Playwrights and the Canadian Writers' Union, for writers David Fennario, Ken Gass, Ken Mitchell, Rick Salutin, Margaret Atwood and Graham Gibson, as well as in co-operation with the Union des écrivains québécois for Pierre Morency, Michel Beaulieu and Nicole Deschamps. In addition, the Department subsidized the participation of foreign writers in the Rencontre internationale des écrivains québécois in Montreal and the conference of the Guild of Canadian Playwrights in St John's, Newfoundland, as well as the participation of Canadian writers in various meetings abroad, and the presence of representatives of Canadian publishing associations at the book fair in Brussels, the American Booksellers' Association Congress and the American Library Association Congress.

Hubert Juin was the Belgian winner of the Canada/Belgium literary prize for works in French; the Canadian winner of the Canada/Australia prize for works in English has not yet been chosen. Both of these literary prizes are sponsored by the Department and awarded alternately to nationals of each country. The Department also continued its annual donations of Canadian books so that certain foreign libraries could complete or add to a section devoted to Canadian writers.

## Sports

In 1979 there were particularly dynamic programs of sports exchange between Canada and the U.S.S.R., Poland, Hungary, Cuba and China. Negotiations were conducted with a view to continuing these exchanges in 1980.

Canadian athletes participated in the Pan-American Games in San Juan, Puerto Rico, where the Department had opened a liaison office to assist the Canadian delegation in any way necessary. Preparations were begun for the opening of a similar office at the Winter Olympics in Lake Placid, New York, and for the planning of support to the delegation that would go to the Summer Olympics in Moscow. However, the Soviet invasion of Afghanistan at the end of December brought into question once again the future of sports relations between Canada and the U.S.S.R.

## UNESCO

Canada's role in UNESCO involves increasingly the pursuit, in consultation with Canadian agencies public and private, of objectives linked to the integrated development

of the human being in the context of changing values.

In 1979, Canada organized, at the UNESCO Secretariat in Paris, cultural days which were a great success and in which eight provinces took part. A meeting of experts called by UNESCO and devoted to philosophical examination of the problems involved in the study of cultures, was held in Ottawa in September. Nahanni National Park in the Northwest Territories, entered in the UNESCO World Heritage List in 1978, was opened officially in September 1979, with a number of dignitaries attending the ceremonies. Kluane National Park in the Yukon and Alberta's Dinosaur Provincial Park were entered in the World Heritage List in 1979. The Gault Estate at Mont St-Hilaire in Quebec, and Waterton Lakes National Park in Alberta, were designated "biosphere reserves". The pavilion opened by UNESCO in 1978 at the Man and His World exhibition in Montreal continued to carry out its activities during the summer of 1979. Mr. Napoléon LeBlanc, elected Chairman of the General Conference in 1978, is an ex-officio member on the Executive Council until the next Conference in 1980.

The Department ensures that the numerous federal and provincial departments, as well as governmental and private agencies, are kept up to date on the subjects debated that are of interest to them, and secondly that UNESCO profits fully from Canada's contributions.

## Scholarships

The Department continued the Government of Canada Awards Program which in 1979 offered 150 scholarships and fellowships at the graduate and post-doctoral levels to nationals of Belgium, Brazil, Denmark, Finland, France, Federal Republic of Germany, Hungary, Italy, Japan, Mexico, the Netherlands, Norway, Poland, Portugal, Spain, Sweden, Switzerland and Yugoslavia. The Social Sciences and Humanities Research Council administered this program on behalf of the Department. Approximately the same number of scholarships were offered by these countries to Canadians, with the Association of Universities and Colleges of Canada, on behalf of the Department, assisting in most instances in the recruitment of candidates.

## Canadian studies abroad

The promotion of Canadian studies (teaching, research and publication) in selected countries (limited for resource reasons to the United States, France, Britain, Germany, Japan, Italy and Belgium) remained the main thrust of the Department's highest priority academic relations program—that of developing a special interest in Canada among foreign leadership groups. The principal activities of the program are facilitation of supplementary training for academics undertaking to prepare and teach new or more in-depth courses on Canada; limited support for conferences and seminars about Canada, organized by foreign universities or related organizations; limited support for Canadian



academics, invited by universities in the countries of concentration, to lecture or teach about Canada in the context of the universities' Canadian studies activities; limited support for Canadian Studies Associations abroad (in the United States, Britain, France, Japan and Italy); assistance to foreign libraries in obtaining Canadian books, learned journals and other pedagogical material for teaching and research about Canada; and limited support to foreign universities developing curriculum material on Canada for use in the school systems of their countries (principally in the United States and Britain).

In 1979 in the countries of concentration about 420 universities offered courses dealing in whole or in part with Canada which reached close to 20,000 students. Over 2,800 faculties were identified as having a teaching or research interest in Canada. The first effectively international Canadian studies meeting took place in September when the Association of Canadian Studies in the United States invited professors from seven other countries to participate in the Association's biennial meeting in Washington, D.C. Other highlights during the year included the establishment of an Italian Association of Canadian Studies; successful conferences organized by the associations in Japan, France and

Britain; and the decision by over 100 academics in Germany to form a Canadian Studies Association in 1980.

### **Academic exchanges**

Academic exchanges across a range of inter-university contacts continued to be encouraged and facilitated wherever possible. Direct assistance was provided to exchange programs with China and the U.S.S.R. pursuant to agreements with these countries. With China, this involved 25 students in each direction and six Canadian teachers of English or French as a second language going to China for three months each. The U.S.S.R. program, renegotiated in November, provides for an exchange of five researchers and 12 graduates or young post-doctoral scholars. The annual exchange of researchers with France also continued.

### **International education conferences and meetings**

The Department continued, in co-operation with other departments and the Council of Ministers of Education, to facilitate Canadian participation in international education conferences and meetings under the auspices of the OECD, UNESCO and the Commonwealth.





## PART C

### Chapter 2: INFORMATION PROGRAMS AND PRESS SERVICES

#### Information programs abroad

The information programs abroad are designed and implemented primarily to support through all the appropriate communications media the numerous objectives of Canadian missions with respect to the promotion of Canada's political, cultural, scientific, economic and commercial interests, security and immigration and so forth. Through publications, films, television, exhibits, study and lecture tours, the missions try to project abroad the image of a politically dynamic, urban, industrial and economically strong country.

Each Canadian mission is involved in promoting a better and more thorough knowledge of the country in its relations with the general public, as well as with the local media. However, the most varied and comprehensive programs and projects are concentrated in the major news centres such as New York, Paris, London, Washington, Bonn and Tokyo.

Although the information program is geared in varying degrees to foreign publics as a whole, its primary target is the select audience of opinion-formers and, especially, the media. Press releases, texts of speeches, newspaper articles, photos and documents on topics of current interest or of continuing interest are distributed regularly by the information services, either directly or through the press services of the missions. Besides gathering a mass of material from other government sources or from university and private sources, the information service, itself, does research and prepares material.

Of primary importance, a visit program enables foreign opinion-formers to undertake study tours in Canada, with the assistance of the Canadian government, in order to acquire a general knowledge of the country as a whole or to do advanced research in specific fields. In 1979, 80 per cent of the visitors enrolled in this program were journalists; the others were parliamentarians, industrialists, economists, union leaders, scientists and academics.

The importance given by the foreign press to the May 1979 federal elections and the fact that Canada is currently better known abroad have proved the usefulness of this long-term involvement with the media.

In 1979, the information service continued to develop its audio-visual resources. It acquired from both government and private sources more than 1,800 copies of films (200 titles) for the film libraries in the missions. Twenty-four of these films were dubbed in foreign languages. Also, a film

on Canada specially created for an American audience, as well as a general film on Canada for a world audience, were produced in co-operation with The National Film Board. Films circulated by missions were seen in 80 countries by nearly twenty million viewers.

The Department is making increasing use of video cassettes as a primary information tool. The information services provided the principal missions with numerous public affairs programs, on a regular basis, enabling the information officers on posting not only to keep abreast of current events but to provide their foreign viewers with a full and vivid presentation of Canada as it really is.

The photo section contributed to several departmental exhibit and publication projects and organized a slide presentation on the theme "Year of the Child" and undertook a series of slides on Canadian cities, focusing on the modern urban aspect of Canada.

The information service carried out a number of projects that will serve as a point of departure for larger events, or may be used as information tools as such. Thus, exhibits were among the main components of Canadian participation in the Bundergartenschau in Bonn, the Texas State Fair in Dallas, and the commemoration in Tokyo of the fiftieth anniversary of diplomatic relations between Canada and Japan. In addition, there was the production of a travelling exhibit on a highly topical subject, entitled *L'Energie: l'expérience canadienne*. A slide exhibit and three artistic photo exhibits dealing with Canada in general were also distributed.

For several years, some of Canada's larger embassies have been publishing a periodical in the language of the country of accreditation; these publications are specially suited to the interests of foreign readers. In 1979, three new mission publications appeared: *Le Canada et l'Afrique*, published in Dakar for distribution throughout francophone Africa; *Canada Contemporaneo*, published in Rome in Italian; and *Canada-Report/Rapport-Canada*, published in English and French by the Canadian mission to the European Communities in Brussels.

The Department's publications section produced a broad selection of brochures, posters and pamphlets. Numerous publications, a set of posters in particular, were translated into foreign languages. A statistics brochure was published and distributed to priority readerships throughout the world. A new series of brochures entitled *The Canadian Experi-*

ence was published in 1979; the topics dealt with were: *Food for the World*, *Nuclear Power* and *Communications Satellites*.

The publications section also produced a special brochure in three languages (English, French and Dutch) commemorating the thirty-fifth anniversary of the liberation of the Netherlands by Canadian armed forces, for distribution at the various ceremonies that will mark this anniversary in the Netherlands in 1980.

### **Information programs in Canada**

For the general public, schools and special interest groups in Canada, the Department continued to provide services and programs of an informational nature on Canadian foreign policy; first among these is an enquiries service to answer the Canadian public's mail and telephone requests by means of prepared statements or speeches, printed brochures or individual replies.

In 1979, the Domestic Information Programs Division's activities included: a visits program under which members of Parliament, journalists, teachers, mayors and junior university professors travelled to the headquarters of the North Atlantic Treaty Organization and of the European Economic Community in Brussels, the European Parliament in Strasbourg and the Canadian Forces Base in Lahr (Germany) to learn more about Canada's multilateral links; a small publications program; projects such as audiotapes on foreign policy for use in high schools, a series of radio mini-documentaries on foreign policy and international relations and two TV public service announcements on the Department's consular and passport services; an information kit for Commonwealth Day; a speakers program to allow Canadian Heads of Mission to travel across Canada to speak to community groups and representatives of the press as well as to appear on radio talk-shows and TV public affairs programs. The Division also arranged film showings and briefings on Canada's foreign policy for a great many groups of students and adults.

### **Relations with universities**

In 1979, under the Department's program of relations with Canadian universities, 75 officers of the Department led 250 lectures or seminars at 30 universities and related organizations across the country; the purpose of the program is to enable university students and faculty members to keep abreast of foreign policy developments in Canada. In addition, two senior departmental officers were on detachment at the universities of Laval and Victoria to contribute directly to the study and teaching of Canadian foreign policy and international relations.

### **Historical affairs**

An activity of interest both to members of the academic community and to other researchers and writers on Canadian foreign relations is that of historical affairs. The

Department's Historical Affairs Division both carries out its own research and publication in the historical field and arranges access to archives for scholars. In the former field, work in 1979 continued on Volume 9 of *Documents on Canadian External Relations* (the period dealt with is 1942-43), on Volume 2 of *Documents on Relations between Canada and Newfoundland* and on a history of the Department of External Affairs to be published in 1984. Oral history interviews were carried out with retired senior officers, partly with reference to preparation of a book on a former Under-Secretary, N.A. Robertson.

Members of the Division spoke at universities and published articles. The Division was responsible for granting controlled access to files; some 120 professors and doctoral students were given permission to consult certain departmental files during 1979. Oral and written replies to numerous requests for information were attended to at a rate of about 60 a month.

### **International exhibitions**

Following the decision of the International Bureau of Exhibitions to make Les Floralies internationales de Montréal, 1980 a special international exhibition, the World Exhibitions Program lent its support to the organization of this event. Les Floralies, the first event of its kind to be held in North America, was organized by the province of Quebec and the city of Montreal with the collaboration of some 20 countries. The Cabinet approved the plans for the federal government's participation, organized in co-operation with the Department of Agriculture and Canadian horticultural associations.

Late in 1979, the International Bureau of Exhibitions agreed to undertake in 1980 a preliminary study on TRANSPO, an international exhibition on transportation to be held in Vancouver in 1986.

In January 1979, the United States government invited Canada to take part in "Energy Expo 82" in Knoxville. Canadian participation in this exhibition was discussed at the interdepartmental and the federal-provincial levels. A Canadian, Patrick Reid, was re-elected President of the International Bureau of Exhibitions for a two-year period. Canada was also awarded a seat on the Bureau's regulations and publicity committee.

### **Press office**

The main function of the Press Office is to explain the orientations of Canada's foreign policy to the nation's media and to secure for the Secretary of State for External Affairs the services required to carry out his or her relations with the media.

The Press Office director also serves as the Department's official spokesman. He answers questions from journalists, arranges briefings, makes verbal and written statements on the Government's foreign policy, and arranges press con-



ferences and interviews for the Minister in Ottawa and abroad.

The Press Office facilitates the work of Canadian journalists going abroad on assignments by planning their visits, if they request it, and by ensuring that Canadian missions provide them with all necessary assistance, including that of informing them when asked of the political, economic and social situation in the country visited.

The Press Office also has a role to play when the Prime Minister or the Secretary of State for External Affairs travels abroad officially, accompanied by Canadian journalists. Besides a briefing to explain the objectives of the visit, the Office usually distributes a press kit containing the main economic and political data the journalists require for their assignments. Arrangements of this sort were made by the Press Office for Prime Minister Clark's visit in 1979 to Tokyo for the Economic Summit, and to Africa (Cameroun, Zambia, Tanzania and Kenya) on the occasion of the meeting of the Commonwealth heads of government; similar arrangements were made for the participation of the Secretary of State for External Affairs, Flora MacDonald, at the meeting of the OECD Council in Paris, at the special conference on Southeast Asian refugees in Geneva, at the Thirty-fourth Session of the UN General Assembly in New York, at the NATO Council meeting in Brussels and for the

Minister's official visit to France.

On the occasion of official visits to Canada by foreign dignitaries, the Press Office organizes a program of activities—coverage of special events, briefings, meetings and interviews—for the journalists accompanying the visitor or visitors. When necessary, the Office arranges for the accreditation of foreign and Canadian journalists. In 1979, the Press Office arranged such programs on the occasion of the visit of the Prime Minister of France and of the Minister of Foreign Affairs of Korea.

The Press Office publishes all press releases issued on behalf of the Department and the Minister, as well as the Minister's speeches and formal announcements. By means of the daily telegraphic transmission to all Canadian missions abroad of a scan of the Canadian printed and electronic media, the Office contributes a key element in the range of information these missions receive from the Department to help them do their work.

The Press Office regularly assists foreign correspondents reporting on the Canadian scene and who are based in Canada or in the United States. The Office is in constant touch with these correspondents—there are 40 of them—and, in a variety of ways, facilitates their work of covering news and developments in Canada.



## PART D

### **PROTECTION OF PRIVATE INTERESTS ABROAD**

In all sorts of different ways, Canadians can encounter problems of an international character for which special help is needed. Through the provision of the consular, passport and other services described here, the Department of External Affairs is often able to give that help.





## PART D:

### PROTECTION OF PRIVATE INTERESTS ABROAD

#### Consular assistance

Figures for 1979 show over 580,000 consular services performed for Canadians abroad by staff at 117 consular and diplomatic posts, an increase in services of some 40,000 over 1978 levels.

In Ottawa, the Bureau of Consular Services co-ordinated and supported the consular activities of these posts in providing a wide range of assistance to Canadians living or travelling abroad. The Bureau's responsibilities included: the collection and analysis of consular reports and statistics; the development of consular policy; the negotiation of consular conventions or agreements and understandings relating to consular and nationality matters; the management of consular training and evaluation programs; the monitoring of relevant legislative developments; liaison with other Canadian government departments and the Canadian travel industry; the provision of official advice on the availability of consular services to members of the Canadian public intending to travel or reside outside Canada.

The large majority of the 580,194 recorded consular services provided by Canadian Posts in 1979 were relatively straightforward. Such services included, among others, providing information and advice on local conditions, issuing passports, preliminary processing of citizenship applications, supplying notarial services, and facilitating contacts between Canadians and local authorities.

In some 5,200 cases, however, problems were considerably more involved. Close to 2,650 persons found themselves in financial difficulties because of theft, loss, breakdown of arrangements, unforeseen cost factors abroad, or other unusual circumstances. Posts helped those affected to obtain funds and, where necessary, provided recoverable subsistence advances until personal funds were received. In 387 cases of severe financial destitution, with which family or friends were unable to help, necessary repatriation of the person to Canada was authorized. A total of 785 Canadians were detained in foreign police stations or prisons in 1979; some were continuing to serve sentences incurred in previous years. Of the total, 238 were charged with drug-related offences; the remainder were charged with crimes ranging from shoplifting to murder. Assistance included helping the detained obtain legal counsel, making or maintaining contact with relatives, visiting detainees, and ensuring that their human and legal rights were observed by local authorities.

In some countries where prison provisions were not adequate, Consuls assisted detainees by outside purchases of food and medicines. Canadians hospitalized abroad and requiring some kind of consular help—ranging from arranging medical evacuations to a simple friendly visit—totaled 594. Special services and assistance to families were provided in 426 cases of death abroad.

The largest evacuation operation in Canadian consular history began in late December 1978 and was completed in early 1979. Between January 3 and 5, 299 Canadians and 165 citizens of other countries were evacuated from Iran on Canadian Armed Forces aircraft. Later, following a final warning to Canadians to leave Iran, 33 Canadians and 25 citizens of other countries were evacuated on Canadian Armed Forces aircraft to Ankara, Turkey, in early February 1979. In June 1979, contingency plans for the protection of Canadians in Nicaragua were put into effect. This resulted in the evacuation of 20 Canadians from war-torn Managua to Panama City. Other Canadians whose safety was threatened, residing in coastal areas, were able to obtain passage on commercial ships.

In pursuance of the "human contacts" objectives of the Helsinki Declaration ("Final Act") of the Conference on Security and Co-operation in Europe, the Bureau of Consular Services was again involved in a series of official representations which were made to the governments of Czechoslovakia, Hungary, Poland, Romania and the U.S.S.R. on behalf of Canadian sponsors separated from family members in Eastern Europe. A considerable number of outstanding family reunification cases were resolved. Similar representations, although outside the scope of the Final Act, were successfully made to the Cuban Government. In co-ordinating the processing of non-immigrant visas from applicants, particularly business or technical people and private visitors from certain designated countries, the Bureau again recorded an increase over previous years.

#### Transfer of offenders

Under the Transfer of Offenders Act passed by Parliament in 1978, Canada is able to carry out the obligations assumed in treaties providing for the execution of penal sentences under which, on a reciprocal basis, Canadian citizens sentenced to imprisonment in foreign countries will be permitted to serve their sentence and parole in Canada.

In 1979, Canada and Mexico exchanged instruments of ratification bringing into force a treaty on the execution of penal sentences. A similar treaty is already in force between Canada and the United States. During the period October 1978 to December 1979, a total of 66 U.S. inmates in Canadian institutions were returned to the United States, and 45 Canadian prisoners in U.S. institutions plus nine Canadian prisoners in Mexican institutions were granted permission to return to Canada. France and Bolivia have also signed similar treaties with Canada which still require ratification before coming into force. Canada is discussing with other countries the possibility of concluding such treaties.

### **Honorary consuls**

Prior to the 1970s, Canada made very limited use of Honorary Consuls to head some of our Consulates abroad. The only exceptions were Portland, Maine, closed in 1963, and Reykjavik, Iceland, established for some twenty years now. In 1973, it was decided to appoint Honorary Consuls in places where there was no resident Canadian representation as an economical way to provide limited but essential consular services to Canadians. By the end of 1979, Honorary Consulates had been established in Malaga, Spain; Acapulco and Guadalajara, Mexico; Asuncion, Paraguay; Bombay, India; La Paz, Bolivia; Nassau, Bahamas; Santo Domingo, Dominican Republic; and St. Pierre and Miquelon, France.

### **Refugees**

Consistent with the increased interest and involvement of the Department in matters of human rights, and considering the widespread problem of refugees, the Department appointed in 1978 a Special Adviser on Refugees, who also serves as its representative on the Refugee Status Advisory Committee. During 1979, that Committee reviewed 1,082 claims for refugee status in Canada of which 362 were accepted. The Special Adviser on Refugees also represents the Department on an interdepartmental advisory group responsible for the processing of sponsorship requests of political prisoners and dissidents abroad.

### **Consular conventions and understandings**

During the year, the Department entered into consular consultations with several countries with a view to resolving significant issues or defining on a bilateral basis the provisions governing consular relations with other states, some not parties to the multilateral Vienna Convention on Consular Relations. Such bilateral discussions were held with various Eastern European countries and the U.S.S.R. in keeping with the Helsinki Declaration on human contacts and the freer movements of persons. In proceeding with the negotiation of consular conventions and understandings, the Department is seeking to improve conditions for the protection of Canadian interests and citizens abroad on a basis of reciprocity.

### **Awareness program**

Over 100 members of the travel industry and travel media from across Canada convened in Ottawa in March 1979 for a one-day seminar sponsored by the Department on consular services and the traveller. It was the first seminar planned exclusively for the travel industry in Canada and one which permitted a wide-ranging exchange of information on facilities available to the Canadian traveller. A 1979 edition of *Bon Voyage, but ...* was published and some 700,000 copies distributed to travellers. Members of the Department undertook speaking engagements and interviews on request, and specific advice and information was provided in spot radio announcements. A T.V. public service announcement on consular affairs produced by the Department was used extensively by French and English networks. At year's end, arrangements were underway to produce a new film on consular assistance to Canadians.

### **Passport services**

After a pattern of annual growth up to 1978, the over-all demand for passport services declined during the year under review. This may reflect the high costs involved in travelling abroad and the Government's program to encourage Canadians to vacation in Canada.

Consistent with its mandate to provide prompt and efficient passport service to Canadians, the Passport Office in 1979 opened five additional Regional Passport Offices in Calgary, Hamilton, Quebec City, Saskatoon, and St. John's, Newfoundland, bringing to 12 the number of Regional Passport Offices across the country. While the primary role of the Regional Offices is to issue passports in Canada to the Canadian travelling public, they also provide support in their areas to the consular program by assisting relatives of Canadians in difficulties abroad with reports on their well-being and whereabouts, providing emergency passport services, advising on available consular services and on conditions in world trouble spots, and assisting in the transfer of funds.

To continue the improvement and standardization of passport issuance in Canada, the computerized passport writing and indexing system introduced in Ottawa in 1976 was extended to all regional offices in 1979.

The Passport Office in Ottawa continues to provide expertise, training and other support services to staff issuing passports at posts abroad. Of the total of 725,938 passports, certificates of identity, and UN Refugee Convention travel documents issued in 1979, 310,024 were issued in Ottawa, 372,654 were issued at regional offices, and 43,260 were issued at posts abroad for an increase, in the latter case, of some 1.3 per cent.

In 1979, 447 UN Refugee Convention travel documents were issued in support of the ongoing Canadian Government refugee program. In addition, many of the 960 Certificates of Identity issued to entitled immigrants went to



persons who entered Canada under other humanitarian refugee programs.

A T.V. public service announcement on the issuance and use of the Canadian passport was produced by the Department and shown extensively on French and English networks.

### **Foreign Claims Commission**

The Department's Bureau of Legal Affairs handles requests from Canadian citizens for assistance in pressing claims against or involving foreign governments, and these are ordinarily dealt with on an individual basis. However, when a large number of claims arise by reason of a sweeping change in the political organization of a country involving the nationalization or like affectation of private property, it is more practical to negotiate a comprehensive or bloc settlement with the country as has been done in the cases of Hungary, Romania, Poland and Czechoslovakia (such a settlement is presently being actively negotiated with Cuba).

When a lump sum settlement has been negotiated and a fund thereby created, all claims are referred to an independent body—the Foreign Claims Commission—for a report and a recommendation to the Secretary of State for External Affairs and the Minister of Finance as to who is eligible or not eligible for awards out of the Fund and the amounts of such awards. The work of the Commission has been concluded in respect of Hungarian and Romanian claims and, during 1979, the Commission made periodic reports in respect of Polish and Czechoslovakian claims; its work in respect of such claims has also been substantially concluded. In the case of one Czechoslovakian claim, the claimant has asked for a review of the report and recommendation of the Commission by the Federal Court of Canada pursuant to the *Federal Court Act*, and such review is now pending. It is anticipated that the Cuban claims will be referred shortly to the Commission.

### **Private international law**

In the area of private international law, the Department offers a variety of services to facilitate legal proceedings involving Canadian and foreign jurisdictions on the basis of conventions or by arranged procedures. Social security benefits, maintenance orders and judgments and other related matters have become subjects of international co-operation due to the greater mobility of individuals. As many of these subjects fall within the area of provincial jurisdiction, liaison is carried on between the Department and the provinces to establish and administer the necessary reciprocal arrangements.

Another area of co-operation between states involves the enforcement of criminal law; in this area also, the Depart-

ment ensures the required liaison in Canada and abroad. In February 1979, a new extradition treaty was signed with France; it is expected that this treaty will be ratified shortly. On September 30, 1979 a new extradition treaty between Canada and the Federal Republic of Germany was ratified and came into force and effect. It is expected that an extradition treaty with the Netherlands will be signed shortly. The new extradition treaty between Canada and Italy is in the final stages of negotiation. In September 1979, Canada proclaimed Part II of the Extradition Act to be in force and effect with Brazil, thus giving Canada extradition arrangements with that country. In November 1979, discussions were held with the American authorities in Washington concerning possible amendments to the Canada-U.S.A. Extradition Treaty ratified in 1976, and the possibility of entering into a new treaty. The new Fugitive Offenders Bill, based on the model prepared for the Commonwealth Law Ministers Meeting in 1966, passed the Senate in December 1978; it was introduced into the House of Commons twice in 1979, but was not dealt with. It will be introduced again at the next session of Parliament. When this bill is enacted, Canadian legislation will be in line with recent extradition treaties Canada has concluded with other countries.

The Department's Legal Bureau continues to be extensively involved in the international aspects of a number of civil kidnapping, or "childnapping", cases involving disputes between a mother and a father over custody of a child. The number of cases of this kind is increasing dramatically. The Bureau has attempted to obtain reports on the well-being of the children involved and, if possible, has helped arrange for their return to Canada in cases where Canadian courts have already ruled on custody. Partly because of the acute personal distress caused by such disputes, there has been considerable public interest in the role of the federal and provincial governments. For their part, eight of the ten provinces have adopted model provincial legislation on reciprocal enforcement of provincial custody orders since 1975. Internationally, Canada has moved on two fronts to seek co-operation in this field. First, within the context of the Commonwealth, member countries directed that early examination be given to the possibility of greater co-operation in the enforcement of custody orders. Secondly, Canada was instrumental in having this subject placed on the agenda of the fourteenth Session of The Hague Conference on Private International Law, to be held October 6 - 25, 1980; a draft convention dealing with international child abduction will be on the Conference's agenda for consideration and adoption. Its main purpose is to ensure judicial co-operation in achieving the prompt return of the child wrongfully removed to the country from which he or she was abducted.



## PART E

### **POLICY FORMULATION AND MANAGEMENT SYSTEMS**

The Department of External Affairs is a large and complex institution. To function properly, it requires central co-ordination of policy and of operations, communications systems, property management on a world-wide scale, staff relations for employees located in many countries, administrative units to deal with multi-currency budgets and necessary protocol, and so on. The following pages describe these activities.





## **PART E:**

# **POLICY FORMULATION AND MANAGEMENT SYSTEMS**

### **Policy planning**

A policy planning secretariat assists the Under-Secretary of State for External Affairs and senior management by evaluating the effectiveness of current policies in the light of changing international and domestic circumstances, advancing options and suggesting new directions in foreign policy. It also works to strengthen the Department's function as the federal agency responsible for the management of Canada's foreign relations. During the year, the Secretariat was involved in a number of activities, including the co-ordination and preparation of documentation required as a basis for the review of various aspects of Canadian foreign policy.

### **Security and intelligence**

The Bureau of Intelligence Analysis and Security is responsible for programs designed to ensure the physical security of documents and communications and the safety of personnel both at posts and at headquarters. Responsibility for matters of international terrorism and emergency preparedness also belong to this Bureau, as does the Operations Centre of the Department. Officers of the Bureau collect and analyze political and economic intelligence from many sources to provide a basis for policy formulation on matters affecting Canada's interests.

### **Federal-provincial co-ordination**

Federal-provincial co-ordination strengthens the Canadian Government's capacity to meet the growing international aspirations of the provinces and helps these provinces carry out their recognized international activities; the Division in charge of this co-ordination formulates government policy on the international activities of the provinces and on their role in Canadian foreign-policy making.

Close liaison is maintained between the Department and the provinces, chiefly through periodic visits by departmental officials to the provinces as well as almost daily telephone contacts. The Department makes its telecommunications network available to the provinces, to give them rapid access to the services offered by our diplomatic and consular posts abroad.

The Department operates a special information-flow program for the use of the ten provinces, whereby observations, comments and research, primarily from Canada's missions accredited to the Common Market and to the United States, are passed along to the provincial capitals.

Most of this information is economic in nature and has to do with energy, trade, natural resources and the environment.

The same co-operation exists abroad between Canadian diplomatic or consular missions and the 34 provincial offices in the United States, Latin America, Europe and Asia. During the year, the Ontario government closed three offices in Europe, and Nova Scotia closed one office. The Department made representations to the governments of Venezuela and Mexico in turn, and obtained their agreement to Quebec's opening a delegation in Caracas and a general delegation in Mexico City.

In the case of multilateral institutions, the Department continued to facilitate provincial participation in the sessions of the World Health Assembly, the Food and Agriculture Organization, the International Labour Organization and the United Nations Human Rights Commission, as well as in certain sectorial meetings of the Commonwealth and the OECD. Six provinces took part in the work preparatory to the United Nations Conference on the Law of the Sea, and sent advisers to be part of the Canadian delegation to that Conference.

As usual, the provinces took part in the work of two joint subcommittees of the Joint Co-operation Committee formed under the Framework Agreement between Canada and the European Economic Community. Most of the provinces took part in joint working groups created by the subcommittees to study specific questions such as aeronautics, telecommunications, forest products, metals and minerals.

In the same spirit, before the meetings of the Canada-Japan Joint Economic Committee, there were exchanges of views and information between the Department and interested provinces. Lastly, the Department undertook discussions with the provinces to assess the potential benefits of the new Canada-CARICOM (Caribbean Common Market) Trade and Economic Co-operation Agreement.

In immigration matters, the Department continued to facilitate close co-operation between the federal and Quebec immigration services abroad. Arrangements were completed for the permanent assignment of Quebec government immigration officers to the Canadian Commission in Hong Kong. In addition, our missions in Singapore and Bangkok received representatives of Quebec's immigration services on a temporary basis to help process "boat people" destined for that province.

At the end of a visit to China in June 1979 by a Canadian delegation of federal and provincial representatives, Canada signed a memorandum of understanding for the promotion of academic exchanges between the two countries. The memorandum provided in particular for a one-year program through which Chinese researchers would come to complete their training alongside Canadian researchers. The Secretariat of the Council of Ministers of Education (Canada) was made responsible for carrying out the program, while a steering committee made up of representatives of the federal and provincial authorities assumed general responsibility for it. With very significant co-operation from the provinces, Canada was thus able to receive some 190 Chinese researchers during the 1979-80 academic year.

In 1979, the Department helped make arrangements for the visits of a number of provincial premiers going abroad. Premier Bennett of British Columbia went to Korea and Japan; Premier Lougheed of Alberta visited the United States; Saskatchewan's Premier Blakeney went to Europe and Australia; Manitoba's Premier Lyon visited Australia and New Zealand; Premier Davis of Ontario travelled to Western Europe; Premier Hatfield of New Brunswick went to Western Europe and North Africa, and Premier Buchanan of Nova Scotia visited New England. In addition, numerous visits abroad were organized for ministers from all the provinces; almost every week, official missions went abroad or came from abroad to visit a Canadian province.

### **Executive information**

An executive information service attached to the Office of the Under-Secretary is responsible for effective executive communication at headquarters, between headquarters and posts, and with other departments and agencies of the Federal Government that have an interest in Canada's foreign relations. The Service discharged its responsibility by the circulation at headquarters of daily summaries of important communications between the Department in Ottawa and the missions abroad and by regular publication and distribution within the Department and the Government of material concerning foreign-policy matters.

### **Communications and information retrieval systems**

Telegraph traffic during 1979 approached three million messages, of which approximately 45 per cent were carried for departments other than External Affairs.

The telecommunications network responded well to general increases in traffic and particularly those relating to the Iranian and Afghanistan crises and the refugee activities in Southeast Asia. Radio links, established with Tehran as an alternative to commercial services, played a key role prior to the evacuation of the Embassy. The realignment of additional circuits to the Ottawa message switch enhanced network carrying capacity with considerable stabilization of operational expenditures in the face of rising costs and traffic levels.

The re-equipment program at posts abroad continued ahead of schedule. The program enabled some personnel savings overseas and improved traffic handling capabilities both at headquarters and posts. Technical inspections were carried out at some 20 diplomatic posts abroad to ensure the integrity of the secure communications system.

The Diplomatic Courier Service entered into a program of co-operation with the Australian and British courier services under which each partner looks after the others in certain areas. All parties were able to gain savings without reducing service to posts.

Obsolescent foreign and Canadian telephone equipment was replaced with modern Canadian systems wherever allowed by local authorities. Included in the program are major installations for Paris, New York and Washington where the Northern Telecom SL-1 technology is being introduced.

To increase the productivity of the Department's typing operations, the Word Processing Services Section was further expanded at headquarters to provide central service available to all bureaux. It has proved to be of great value in the editing and production of long texts, "multiple" letters and letters with variable inserts, and in support of the rapid daily production of material for the Executive Information Service and others.

Major progress was made in implementing an automated information storage and retrieval system with the recruitment of additional para-professional staff.

The Library experienced a further 217 per cent expansion of research demands involving specialized "on-line" access to computer data bases. The Library also participated in the development of an automated statistical data base to facilitate analysis of Canada's bilateral relations with other countries.

### **Personnel**

The Bureau of Personnel is responsible for the recruitment, assignment, salaries and general working conditions of 1450 employees at Headquarters and 1250 Canadians and 2375 locally-engaged employees at 117 posts. 1979 saw the Bureau assisting the Department to implement measures of budgetary restraint, particularly their personnel management aspects, while continuing those operations essential to the effective functioning of posts abroad and Headquarters' Units.

A major project involved a complete review of personnel utilisation at Headquarters, which led to the institution of a "personnel budgeting" system, through which personnel reductions were implemented. A similar review of posts abroad was also undertaken and was nearing completion at the end of the year.

During the year, the Bureau also led a study which resulted in a decision to establish a group of rotational



specialist administrative officers to strengthen the effectiveness of post administration. Implementation of this decision was well underway at the end of the year, with a competition for the first group of positions already started and with training programs well advanced for the first group of assignments.

The Bureau represented the Department in the triennial National Joint Council consultations on Foreign Service Directives, playing a significant role in this revision of terms and conditions of service abroad for all foreign-service personnel, approved by the Treasury Board on April 1, 1979. The introduction in 1979 of new Locally-Engaged Staff (LES) Regulations, of both employment and terms and conditions of service, helped to standardize administration worldwide and aligned the major provisions of the regulations with local law and practice.

The Bureau also contributed to inter-departmental discussions of numerous personnel policy issues. Chief among these were plans for a re-organization of management personnel in the Public Service, in a new Management Category.

A large portion of the Bureau's work was still devoted to essential, ongoing tasks. While austerity measures, including a staffing freeze, greatly reduced recruitment, assignments to posts and back to Headquarters continued. During the year, about 220 officers and 420 support staff were assigned to posts abroad or returned to Headquarters. Major revisions to the Department's appraisal system for rotational clerks and secretaries were implemented.

Lists showing Canada's representation abroad may be obtained from the Department's Domestic Information Programs Division.

### **Interdepartmental co-ordination**

The Interdepartmental Committee on External Relations (ICER) was established by Cabinet directive in 1970, with a mandate "to guide the process of integration" and to advise the Government "on all aspects of operations abroad". The Committee consists of the Under-Secretary of State for External Affairs (as Chairman); the Deputy Minister of Industry, Trade and Commerce, of Employment and Immigration and of National Defence; the Commissioner of the RCMP; the President of the Canadian International Development Agency; the Secretary of the Treasury Board and the Secretary to the Cabinet. The Committee is supported by a modest Secretariat staffed by personnel on secondment from those departments with responsibility for major overseas programs.

During 1979, ICER pursued measures designed to standardize and strengthen procedures for the management of missions and resources abroad. Among the most prominent of these were: (a) development of interdepartmental procedures for the appointment and appraisal of Heads of Post; (b) management of the annual Country Program Review

process for the assessment of mission achievements, consideration of program plans and the allocation of personnel resources in accordance with global priorities; (c) completion of a review of Canadian representation in France and Germany, with a view to determining the most effective resource allocation in those countries and continuation of a parallel study of representation in the United States.

### **Inspection service**

In 1979, the former Inspection Service of the Department of External Affairs was replaced by a new, strengthened Inspection Service (ICERIS), reporting directly to the Interdepartmental Committee on External Relations, with a mandate to undertake independent audits and evaluations of the full range of Canada's foreign operations at diplomatic and consular posts abroad.

ICERIS began operations in September and carried out inspections of eight posts in Europe and four posts in Africa. Detailed reports were prepared and forwarded to the Interdepartmental Committee on External Relations for action.

### **Budgetary estimates 1979-80**

For the fiscal year April 1, 1979 to March 31, 1980, departmental estimates for operating and capital expenditures and for grants and contributions (see below) totalled \$341.3 million. Of this total, the amounts spent by category of (major) activity were: \$162.2 million for relations with foreign governments; \$11.0 million for consular services to Canadians abroad; \$33.4 million for information and cultural relations; \$29.8 million for general administration; \$104.9 million for the provision of support services to other departments and agencies having representatives abroad, notably the Department of Industry, Trade and Commerce, the Canadian Employment and Immigration Commission and the Canadian International Development Agency (CIDA).

Operating and maintenance expenditures (\$222.6 million) enabled the Department to carry out its responsibilities for the management and co-ordination of operations both at home and abroad; included under this heading are expenditures for salaries, wages and other personnel costs, rentals of properties abroad, travel and communications and a wide range of costs associated with the conduct of foreign operations.

Details of the capital budget (\$32.1 million) are given in the next section.

Grants and contributions (\$86.6 million) were for the most part non-discretionary payments arising from Canada's membership in a number of international organizations (UN, NATO, Commonwealth, Francophonie, etc.).

### **Physical resources**

The management of the Department's overseas real estate is entrusted to a bureau of physical resources. The Bureau

also has responsibility for a long-range capital program approved by the Treasury Board in 1974 and again in 1979 and funded at a level of \$20 million annually; the object of the program is to increase crown ownership of office and living accommodation abroad as an economic alternative to escalating rental costs. The Bureau manages a realty inventory valued at approximately \$250 million; annual budgets total over \$30 million.

During 1979, the Bureau began construction on a chancery in Mexico and major renovations to the Paris chancery and annex. Fire damage was repaired and design begun for renovations to create a cultural centre at Canada House, London. The Bureau also continued with design work and negotiation on a number of projects in Belgrade, Lagos, Moscow, Peking, Tokyo and Washington.

Acquisition of properties was concentrated again in 1979 on western hemisphere countries where good economic opportunities became available. Chancery purchases were completed in Bogota (a building which will also contain six staff quarters) and Copenhagen. In addition, some 20 staff quarters were acquired in Atlanta, Bogota, Buenos Aires, Lima, Seattle, Birmingham and Glasgow. Agreement was also reached on a joint venture in Tokyo to build 13 staff quarters in return for equivalent value of surplus property.

Other activities of note during the year included leasing of property in Libreville for the opening of the new post and the move into newly leased premises of the Beirut official residence and of the chanceries in Guatemala and Port-au-Prince. The 1979 budget for furniture, furnishings and vehicles was about \$5 million.

### **Foreign representation in Canada and protocol**

The number of countries having diplomatic relations with Canada is now 137: there are 73 resident ambassadors, 21 resident high commissioners, 29 non-resident ambassadors and 14 non-resident high commissioners. In addition, there is the International Civil Aviation Organization (ICAO), which is located in Montreal, with representatives from 41 nations and a secretariat, the delegation of the European Economic Commission, the Office of the High Commissioner for Refugees, the International Labour Office and the United Nations Audio-Visual Information Centre on Human Settlements. There are, as well, 322 consular and other foreign representative offices in Canada.

During 1979, the Office of the Chief of Protocol maintained contact with these missions, providing services and advice in accordance with Canada's obligations under international conventions and Canadian laws and regulations. Such matters as the protection of foreign embassy and consular personnel, and ceremonial arrangements involving the diplomatic corps and Government hospitality to foreign visitors, were the responsibility of this office. It was also responsible for overseeing the privileges and immunities of 819 diplomatic personnel, some of whom were resident outside Canada, 669 individuals and their families attached

to consulates, and 413 foreign administrative and support staff and their families. There were also 307 private servants working for foreign representatives. At the ICAO headquarters in Montreal there is, apart from the representatives of 41 countries, a Secretariat staff of 209 international civil servants, including senior officials with status similar to that of the diplomats. The office continued to help newly-arrived foreign personnel to understand Canadian customs and the Canadian laws and regulations they would be expected to observe, and while protecting the interests of Canadians, to intervene to prevent misunderstandings between members of the diplomatic community and Canadian citizens from adversely affecting the work of foreign missions.

The Office was also responsible for welcoming foreign visitors and for offering them Government hospitality. In 1979, the Office organized 302 hospitality functions and was involved in the arrangements for 97 visits to Canada. These included visits by, the President of Sénégal, the Prime Minister of France and the ministers of foreign affairs of the Republics of Korea, Sri Lanka, Luxembourg and Uganda. Arrangements were also co-ordinated for official travel abroad, firstly by the Prime Minister, to the United States of America, Japan, Cameroon, Zambia, Tanzania and Kenya; and by the Secretary of State for External Affairs, to Barbados, St. Lucia, Jamaica, France and Brussels.

Lists showing foreign representation in Canada may be obtained from the Department's Domestic Information Programs Division.

### **Privileges and immunities**

The Department is responsible for the interpretation and application, in Canada and abroad, of the principles contained in relevant international agreements on privileges and immunities affecting diplomatic missions and consular posts and international organizations.

In 1979, the Legal Affairs Bureau studied and provided advice on the trends in international law regarding the privileges and immunities of international organizations. In that domain, legal status, privileges and immunities were sought for the newly created Northwest Atlantic Fisheries Organization (NAFO), of which Canada is a member, which will replace the International Commission for the Northwest Atlantic Fisheries (ICNAF). NAFO's Headquarters will be based in the province of Nova Scotia. A study on the granting of certain privileges and immunities to the "Common Fund", a new international organization to be created with a view to improving international co-operation in the field of commodities, was also undertaken.

In addition to these developments in international law, the Bureau has initiated a review of existing legislation in order to ensure that the protection to foreign missions and posts and their personnel in Canada should be in full conformity with Canada's international obligations.



During the period under review, the Department continued negotiating administrative arrangements on a reciprocity basis with other countries to facilitate employment abroad of dependents of personnel assigned to Canadian diplomatic missions and consular posts in foreign countries. These efforts will be pursued in the months to come as working couples are more numerous and opportunities to work abroad have become a crucial posting consideration.

In return, facilities are provided to dependents of foreign missions' personnel whose country has signed an arrangement with Canada to enter the Canadian labour market.

In September 1979, the Department published an enlarged and updated version of its booklet entitled *Privileges granted to diplomatic representatives in Canada* which was distributed to all missions accredited to Canada.





## **ANNEXES**





# **ANNEX I**

## **INTERNATIONAL AGREEMENTS—BILATERAL**

### **Algeria**

Exchange of Notes between Canada and the Democratic People's Republic of Algeria constituting an Agreement amending and extending the Agreement between Canada and the People's Democratic Republic of Algeria concerning the establishment of a Line of Credit for Co-operation, dated June 1, 1973

Algiers, November 6, 1978 and February 12, 1979

In force February 12, 1979

With effect from June 1, 1978

### **Argentina**

Commercial Air Transport Agreement between Canada and the Argentine Republic

Buenos Aires, May 8, 1979

In force provisionally May 8, 1979

### **Bangladesh**

General Agreement between Canada and the People's Republic of Bangladesh concerning Development Co-operation

Dacca, December 14, 1979

In force December 14, 1979

### **Barbados**

Exchange of Notes between Canada and Barbados constituting an Interim Agreement on International Air Services

Bridgetown, November 23, 1979

In force November 23, 1979

### **Cameroon**

Exchange of Notes between Canada and the United Republic of Cameroon constituting an Agreement relating to Canadian investments in the United Republic of Cameroon insured by the Government of Canada through

its agent, the Export Development Corporation

Yaounde, June 8, 1979

In force June 8, 1979

### **China, People's Republic**

Exchange of Notes constituting an Agreement between Canada and the People's Republic of China renewing the Trade Agreement of October 13, 1973

Ottawa, October 19, 1979

In force October 19, 1979

With effect from October 13, 1979

Protocol on Economic Co-operation between Canada and the People's Republic of China

Ottawa, October 19, 1979

In force October 19, 1979

### **Cuba**

Exchange of Notes constituting an Agreement between Canada and the Republic of Cuba renewing the 1973 Agreement between Canada and Cuba on Hijacking of Aircraft and Vessels and Other Offences

Havana, October 3, 1979

In force October 3, 1979

With effect from February 15, 1978

### **Denmark**

Treaty between Canada and the United Kingdom of Denmark concerning Extradition

Ottawa, November 30, 1977

Instruments of Ratification exchanged February 13, 1979

In force February 13, 1979

### **European Economic Community**

Agreement on Fisheries between Canada and the European Economic Community

Brussels, June 28, 1979

Agreement in the form of an Exchange of Letters between Canada and the European Economic Community concerning their Agreement on Fisheries

Brussels, June 28, 1979

## France

Agreement on Mutual Assistance between Canada and France for the Prevention, Investigation and Suppression, by the Customs Administrations of both Countries, of Customs Offences

Paris, January 9, 1979

In force May 1, 1979

Agreement between Canada and France concerning Extradition

Ottawa, February 9, 1979

Agreement between Canada and France on the Transfer of Inmates and the Supervision of Persons under Sentence

Ottawa, February 9, 1979

Agreement between Canada and France on Social Security

Ottawa, February 9, 1979

## Germany, Federal Republic of

Treaty between Canada and the Federal Republic of Germany concerning Extradition

Ottawa, July 11, 1977

Instruments of Ratification exchanged August 31, 1979

In force September 30, 1979

## Indonesia

Convention between Canada and the Republic of Indonesia for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income and on Capital

Jakarta, January 16, 1979

## Italy

Agreement between Canada and the Republic of Italy relating to the Canada Pension Plan

Ottawa, May 29, 1970

In force May 29, 1970

With effect from January 1, 1969

Terminated December 31, 1979

## Jamaica

Exchange of Notes between Canada and Jamaica constituting an Agreement to provide for the exchange to Third Party Communications between Amateur Radio Stations of Canada and Jamaica

Kingston, October 2 and 4, 1979

In force October 19, 1979

## Japan

Exchange of Notes between Canada and Japan constituting an Agreement concerning Textile Restraints

Ottawa, May 15, 1979

In force May 15, 1979

## Korea, Republic of

Exchange of Notes between Canada and the Republic of Korea constituting an Agreement with respect to the Protection of Industrial Property

Ottawa, February 13, 1979

In force February 13, 1979

## Mexico

Treaty between Canada and Mexico on the Execution of Penal Sentences

Ottawa, November 22, 1977

Instruments of Ratification exchanged February 27, 1979

In force March 29, 1979

## Philippines

Exchange of Notes between Canada and the Philippines constituting an Agreement relating to trade in certain textile products

Manila, February 19, 1979

In force January 1, 1979

## Poland

Long Term Grain Agreement between Canada and Poland

Warsaw, October 4, 1979  
In force October 4, 1979

## Rwanda

Exchange of Notes between Canada and Rwanda constituting an Agreement relating to Canadian Investments in Rwanda insured by the Government of Canada through its Agent, the Export Development Corporation

Kigali, January 30, 1979

## Senegal

Foreign Investment Insurance Agreement between Canada and the Republic of Senegal

Dakar, January 19, 1979  
In force January 19, 1979

## South Africa

Trade Agreement between Canada and the Union of South Africa

Ottawa, August 20, 1932  
In force June 30, 1933  
Terminated July 25, 1979  
Effective January 25, 1980

Exchange of Notes constituting a Commercial Agreement between Canada and the Union of South Africa

Pretoria and Ottawa, August 2 and 31, 1935  
In force August 31, 1935  
With effect from July 1, 1935  
Terminated July 25, 1979  
Effective January 25, 1980

## Spain

Exchange of Notes between Canada and Spain constituting an Agreement by which Canada will become a participating Member State to the Agreement on the Participation Enhancement Project (PEP) and the Protocol of Execution signed at Madrid, January 23, 1979

Madrid, May 10 and June 6, 1979  
In force June 6, 1979

## Sudan

General Agreement between Canada and the Democratic Republic of Sudan concerning Development Co-operation

Khartoum, September 16, 1979

## United Kingdom

Exchange of Notes between Canada and the United Kingdom of Great Britain and Northern Ireland constituting an Agreement amending the 1971 Agreement concerning a training scheme for Armed Forces of the United Kingdom in Canada

Ottawa, November 26, 1979  
In force November 26, 1979

## United Nations

Exchange of Notes between Canada and the United Nations amending the Agreement concerning Third Party Claims arising out of Acts committed by Members of the Canadian Contingency with UNICYP signed March 25, 1970

New York, March 30, 1979  
In force March 30, 1979  
With effect from September 1976

## United States

Protocol amending the Convention of August 16, 1916 for the Protection of Migratory Birds in Canada and the United States

Ottawa, January 30, 1979

Exchange of Notes between Canada and the United States of America constituting an Agreement with respect to Article I of the Convention between Canada and the United States of America to regulate the level of the Lake of the Woods, signed at Washington on February 24, 1925

Ottawa, February 21, and June 19, 1979  
In force June 19, 1979

Exchange of Notes between Canada and the United States of America to supersede the Agreement of July 6, 1970, as amended by an exchange of Notes of August 11, 1970, concerning the Operation of Pilotage Services on the Great Lakes (with a Memorandum of Arrangements)

Ottawa, August 24, 1978 and March 29, 1979  
In force March 29, 1979

Exchange of Notes between Canada and the United States of America providing for the Construction, Operation and Maintenance of a Loran-C Transmitting Station at Port Hardy, Vancouver Island, B.C.



Ottawa, March 19 and 29, 1979  
In force March 29, 1979

Agreement between Canada and the United States of America on East Coast Fishery Resources

Washington, March 29, 1979

Treaty between Canada and the United States of America to Submit to Binding Dispute Settlement the Delimitation of the Maritime Boundary in the Gulf of Maine Area

Washington, March 29, 1979

Special Agreement between Canada and the United States of America to Submit to a Chamber of the International Court of Justice the Delimitation of the Maritime Boundary in the Gulf of Maine Area

Washington, March 29, 1979

Agreement between Canada and the United States of America to a Court of Arbitration the Delimitation of the Maritime Boundary in the Gulf of Maine Area

Washington, March 29, 1979

Protocol amending the Convention between Canada and the United States of America for the Preservation of the Halibut Fishery of the Northern Pacific Ocean and Bering Sea signed at Ottawa, March 2, 1953

Washington, March 29, 1979

Exchange of Notes constituting an Agreement between Canada and the United States of America concerning amendment of the Convention between Canada and the United States of America for the Preservation of the Halibut Fishery of the Northern Pacific Ocean and Bering Sea signed at Ottawa, March 2, 1953

Washington, March 29, 1979  
In force March 29, 1979

Exchange of Notes between Canada and the United States of America constituting an Agreement on Vessel Traffic Management for the Juan de Fuca Region

Ottawa, December 19, 1979  
In force, December 19, 1979

Exchange of Notes (June 30, 1953) between Canada and the United States of America constituting an Agreement concerning the Installation of an Oil Pipeline from Haines to Fairbanks, Alaska

Ottawa, June 30, 1953

In force June 30, 1953

Amended by Exchange of Notes March 31, 1960

Amended by Exchange of Notes April 19, 1962

Canadian Notice of termination of Agreement dated January 12, 1979, to be effective January 12, 1980

Exchange of Notes between Canada and the United States of America concerning the Final Disposition of the CANOL Facilities

Washington, March 31, 1960

In force March 31, 1960

Terminated January 12, 1980

Exchange of Notes between Canada and the United States of America granting permission to the United States to construct, operate and maintain Three Additional Pumping Stations in Canada on the Haines-Fairbanks Pipeline

Ottawa, April 19, 1962

In force April 19, 1962

Terminated January 12, 1980

## Upper Volta

General Agreement between Canada and the Republic of Upper Volta concerning Development Co-operation

Ouagadougou, November 8, 1977

In force April 6, 1979

## Yugoslavia

Agreement on the Protection of Investments between Canada and the Socialist Federal Republic of Yugoslavia (with Exchange of Notes constituting an Understanding)

Belgrade, December 21, 1979

## INTERNATIONAL AGREEMENTS—MULTILATERAL

Trade and Economic Co-operation Agreement between  
Canada and the Member States of the Caribbean Common  
Market

Kingston, January 20, 1979  
Entered into force April 23, 1979

Protocol amending the International Convention for the  
High Seas Fisheries of the North Pacific Ocean

Done at Tokyo, April 25, 1978  
Instruments of Ratification exchanged February 15, 1979  
Entered into force February 15, 1979

Amendments to the Convention on the Prevention of  
Marine Pollution by Dumping of Wastes and other Matter,  
1972

Adopted at London, October 12, 1978  
Canada's Instrument of Acceptance deposited February  
27, 1979

Convention on the International Maritime Satellite Organi-  
zation (IMMARSAT)

Done at London, September 3, 1976  
Signed by Canada, May 14, 1979

Protocols for the Fifth Extension of the International Wheat  
Trade and Food Aid Conventions constituting the Interna-  
tional Wheat Agreement, 1971

Done at Washington, April 25, 1979  
Signed by Canada May 15, 1979  
Canada's Instrument of Ratification deposited June 15,  
1979  
Entered into force June 23, 1979 with respect to all  
provisions other than Article 3 to 9 inclusive and  
Article 21, on July 1, 1979 with respect to articles 3 to  
9 inclusive, and Article 21 of the Convention

Final Acts of the World Administrative Radio Conference  
on the Aeronautical Mobile (R) Service Geneva, 1978

Done at Geneva, March 5, 1978  
Canada's Instrument of Approval deposited July 10,  
1979

Convention on Inter-American Institute for Co-operation on  
Agriculture

Signed at Washington, March 6, 1979  
Canada's Instrument of Ratification deposited July 11,  
1979

British Commonwealth Merchant Shipping Agreement

Done at London, December 10, 1931  
Entered into force December 10, 1931  
Canada's notice of withdrawal from Agreement dated  
October 20, 1978, effective October 20, 1979

International Covenant on Civil and Political Rights

Done at New York, 19 December 1966  
Entered into force March 23, 1976  
Canada's Instrument of Accession deposited May 19,  
1976  
Entered into force for Canada August 19, 1976

The following Declaration by the Government of Canada  
under the Article 41 of the Covenant was deposited  
October 29, 1979—

### DECLARATION

"The Government of Canada declares, under Article 41  
of the International Covenant on Civil and Political  
Rights, that it recognizes the competence of the  
Human Rights Committee referred to in Article 28 of  
the said Covenant to receive and consider communi-  
cations submitted by another State Party, provided  
that such State Party has, not less than twelve months  
prior to the submission by it of a communication  
relating to Canada, made a declaration under Article  
41 recognizing the competence of the Committee to  
receive and consider communications relating to  
itself."

International Convention for the Protection of New Varieties of Plants

Done at Paris, December 2, 1961

Revised at Geneva, November 10, 1972 and October 23, 1978

Signed by Canada October 31, 1979

Convention on Long Range Transboundary Air Pollution

Adopted at Geneva, November 13, 1979

Signed by Canada, November 13, 1979

Final Acts of the 1979 World Administrative Radio Conference

Done at Geneva, November 19, 1979

Signed by Canada, subject to approval, November 19, 1979

Amendments to the title of substantive provisions to the Convention on the Intergovernmental Maritime Consultative Organization (Resolution A.371(x))

Adopted at London, November 9, 1977

Canada's Instrument of Acceptance received IMCO London, 2 November 1979

Deposited—United Nations, New York, 19 November 1979

Amendments to the Convention on the Intergovernmental Maritime Consultative Organization to the institutionalization of the Committee on Technical Co-operation in the Convention (Resolution A.400(x))

Adopted at London, November 17, 1977

Canada's Instrument of Acceptance received IMCO, London, 2 November 1979

Deposited—United Nations, New York, 19 November 1979

Geneva (1979) Protocol to the General Agreement on Tariffs and Trade

Done at Geneva, June 30, 1979

Signed by Canada June 30, 1979

Entered into force January 1, 1980

Protocol supplementary to the Geneva (1979) Protocol to the General Agreement on Tariffs and Trade

Done at Geneva, November 22, 1979

Signed by Canada December 17, 1979 (subject to acceptance)

Entered into force January 1, 1980

Arrangement regarding Bovine Meat

Done at Geneva, April 12, 1979

Signed by Canada, December 17, 1979

Entered into force January 1, 1980

Agreement on Technical Barriers to Trade

Done at Geneva, April 12, 1979

Signed by Canada, December 17, 1979

Entered into force January 1, 1980

Agreement on implementation of Article VI of the General Agreement on Tariffs and Trade (Anti-Dumping)

Done at Geneva, April 12, 1979

Signed by Canada, December 17, 1979

Entered into force January 1, 1980

Agreement on the Interpretation and Application of Articles VI, XVI and XXII of the General Agreement on Tariffs and Trade (Subsidies/Countervail)

Done at Geneva, April 12, 1979

Signed by Canada December 17, 1979

Entered into force January 1, 1980

Agreement on Trade in Civil Aircraft

Done at Geneva April 12, 1979

Signed by Canada December 20, 1979 (subject to reservation)

Entered into force January 1, 1980

## RESERVATION

The Government of Canada reserves its position with regard to the obligations in Article 2 pending the completion of domestic legislative procedures. The Government of Canada will, however, afford duty free treatment equivalent to that provided for in Article 2 as of 1 January 1980 and will promptly pursue completion of the necessary domestic legislative procedures. This reservation will be withdrawn when these procedures will have been completed.

Agreement on the Implementation of Article VII of the General Agreement on Tariffs and Trade (Customs Valuation)



Done at Geneva April 12, 1979

Accepted by signature by Canada December 17, 1979  
(subject to reservation)

Enters into force January 1, 1981

### RESERVATION

Notwithstanding Articles 24 and 25 of the Agreement on the Implementation of Article VII of the General Agreement on Tariffs and Trade (hereinafter referred to as the Valuation Agreement), Canada will implement the Valuation Agreement no later than January 1, 1985, provided that before that date there has been agreement on Tariffs and Trade on such adjustments in Canadian tariff protection at the levels that would prevail were Canada not to implement the Valuation Agreement.

### Agreement on Import Licensing Procedures

Done at Geneva April 12, 1979

Signed by Canada December 17, 1979

Entered into force January 1, 1980

### International Convention for the Northwest Atlantic Fisheries

Done at Washington, February 8, 1949

Entered into force July 3, 1950

Canada's Instrument of Ratification deposited July 3, 1950

Entered into force for Canada July 3, 1950

Canada's notice of withdrawal deposited June 29, 1979, effective December 31, 1979



## ANNEX II (a)

Table I below provides a summary of the location of Canada's 117 posts and 4,685 program and support staff engaged in carrying out the Government's foreign operations.

Table II outlines the number of program and support person/years (p/ys) utilized to manage Canada's 13 ICER programs and Table III lists the number of program and support staff abroad by department or agency.

**TABLE I**  
**Distribution of Canadian Posts**  
**and Personnel Abroad by**  
**Geographical Region**  
**FY 1979/80**

Geographical Region	Number of Canadian posts, missions, offices	Number of countries, territories or institutions (1)	Number of (2)	
			program persons	support staff
<b>Africa and the Middle East</b>	25	62	186	468
English-speaking Africa	7	22	54	151
French-speaking Africa	11	21	67	139
Middle East	7	19	65	178
<b>Asia and the Pacific</b>	17	27	243	609
Northeast Asia	4	5	95	210
Pacific	9	15	100	190
South Asia	4	7	48	209
<b>Europe</b>	35	36	480	1,204.5
Europe I — Eastern	6	9	59	208.5
Europe II — Western (EEC Members)	19	14	336	768.5
Europe III — Western (non EEC)	10	13	85	227.5
<b>Latin America &amp; Caribbean</b>	17	30	183	370.5
Caribbean	4	10	50	103.5
Latin America	13	20	133	267.0
<b>United States</b>	15	2	294	463.5
<b>International Institutions</b>	8	17	64	120
<b>TOTAL</b>	<b>117</b>	<b>174</b>	<b>1,450</b>	<b>3,235.5</b>

(1) Countries and territories with which Canada has diplomatic or consular relations and major international institutions (e.g. the United Nations and its Specialized Agencies).

(2) Program personnel include Canada-based officers (1121) and locally-engaged personnel (329) who have responsibility for program management. Support staff include stenographic, clerical, administrative and other support personnel both Canada-based (892) and locally-engaged (2343.5). These figures include all employees abroad of all federal departments and agencies except those working for, or on loan to, international institutions, Canadian Armed Forces personnel on operational military duty in NATO and UN peacekeeping operations, and personnel overseas from Crown corporations and other government commercial or proprietary agencies (e.g. Atomic Energy of Canada Ltd., Air Canada, the Canadian Broadcasting Corp., the Canadian Commercial Corp. and the National Film Board). The figures do not include employees of provincial governments or CIDA technical-assistance personnel in developing countries.



## ANNEX II (b)

**TABLE II**

**Deployment of Program and Support Person/Years  
Abroad by Program FY 1979/80**

ICER Programs	Program P/Y	Support P/Y
Consular	48.9	129.2
Customs & Excise	14.6	16.9
Defence Relations	90.5	127.9
General Relations	228.4	208.0
International Development Assistance	89.0	60.4
Employment and Immigration	263.8	391.2
Police Liaison	34.1	24.5
Information & Cultural Relations	97.9	195.5
Science, Technology & Environment	15.1	12.4
Tourism	70.9	42.5
Trade and Industrial Development	381.2	318.3
Transport, Communications & Energy	11.5	6.4
Other	1.9	1.3
Administration & Support Services	102.2	1,701.0
<b>TOTAL</b>	<b>1,450.0</b>	<b>3,235.5</b>

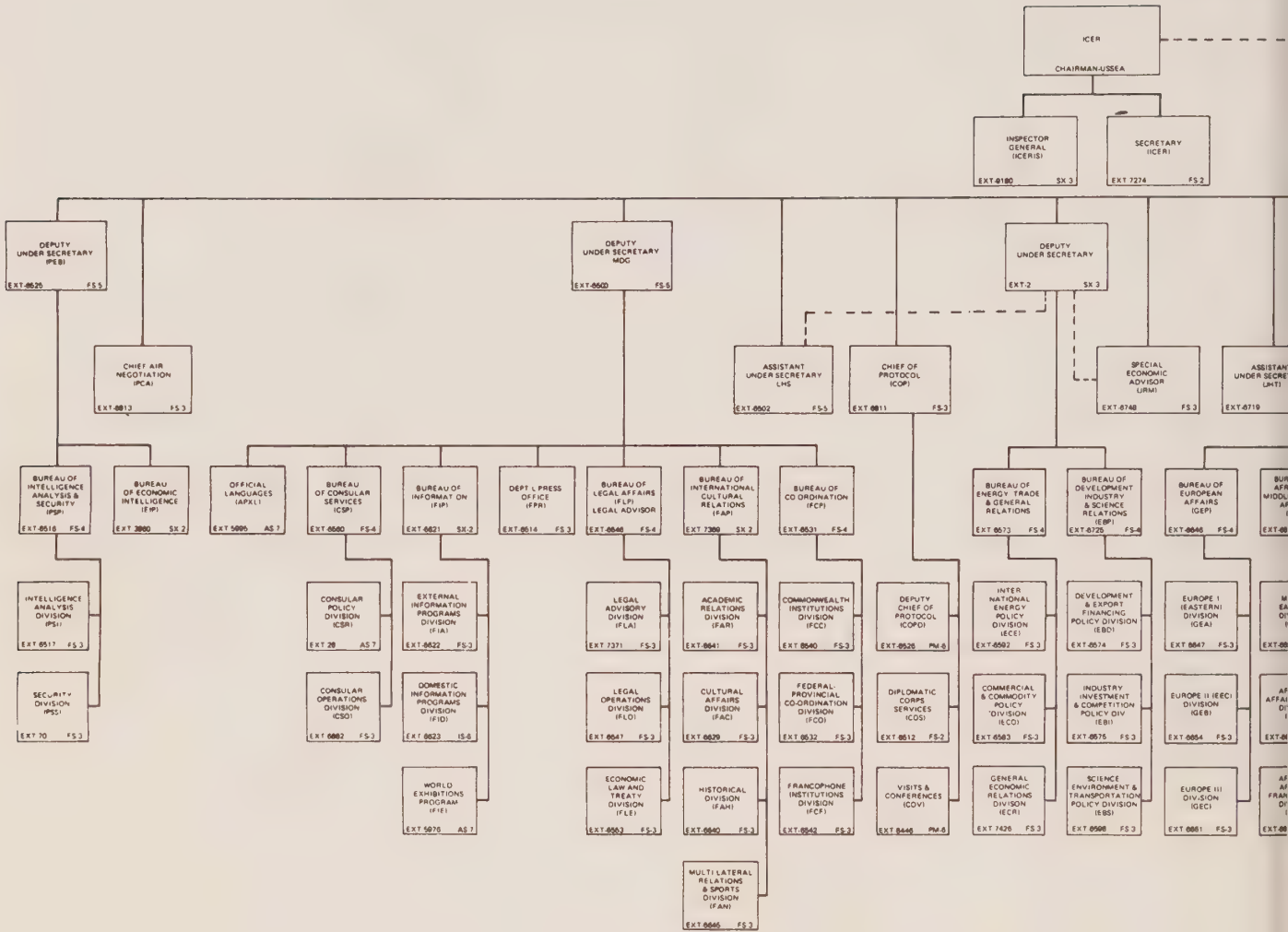
## ANNEX II (c)

**TABLE III**

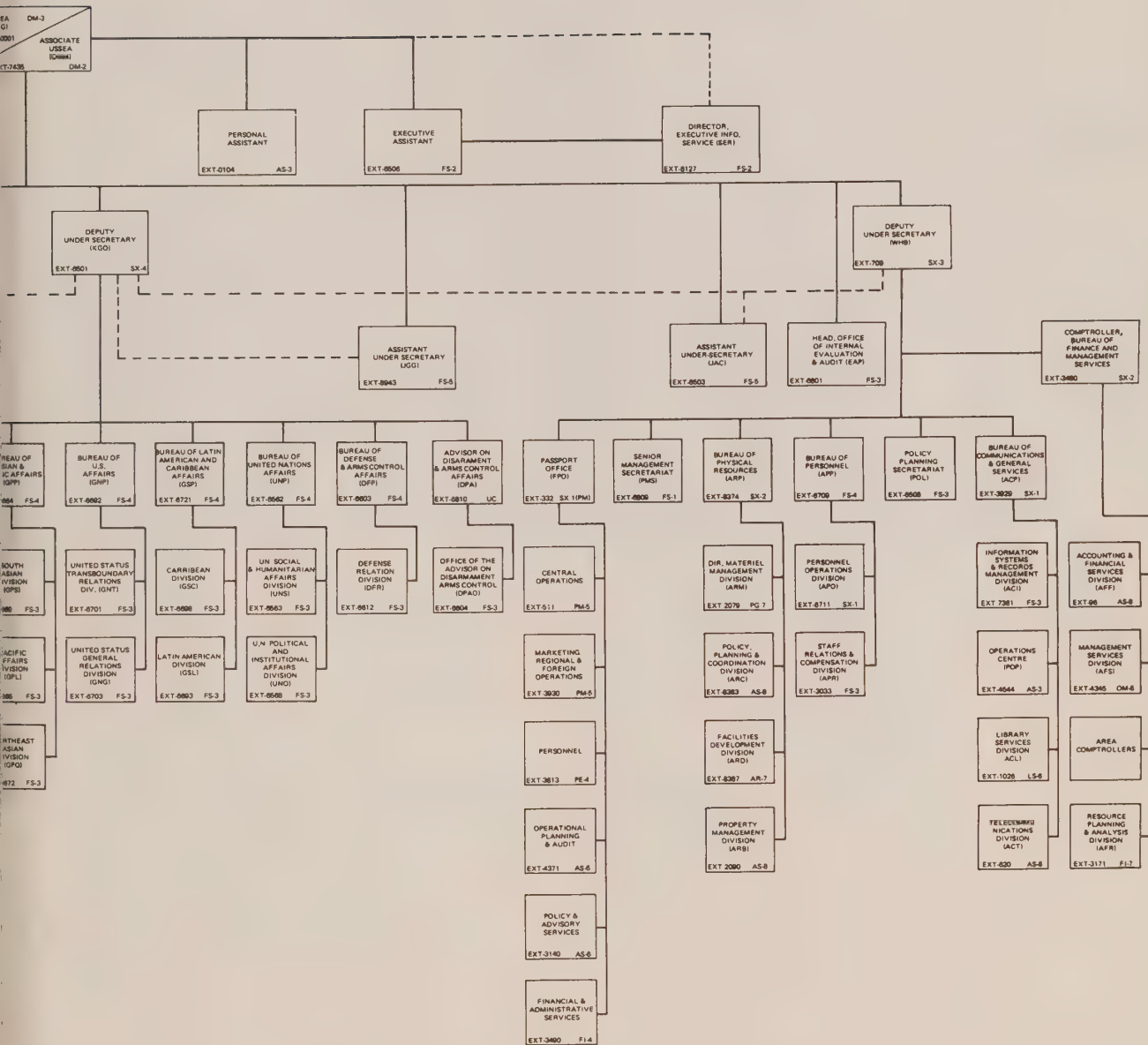
**Personnel Abroad by Department  
FY 1979/80**

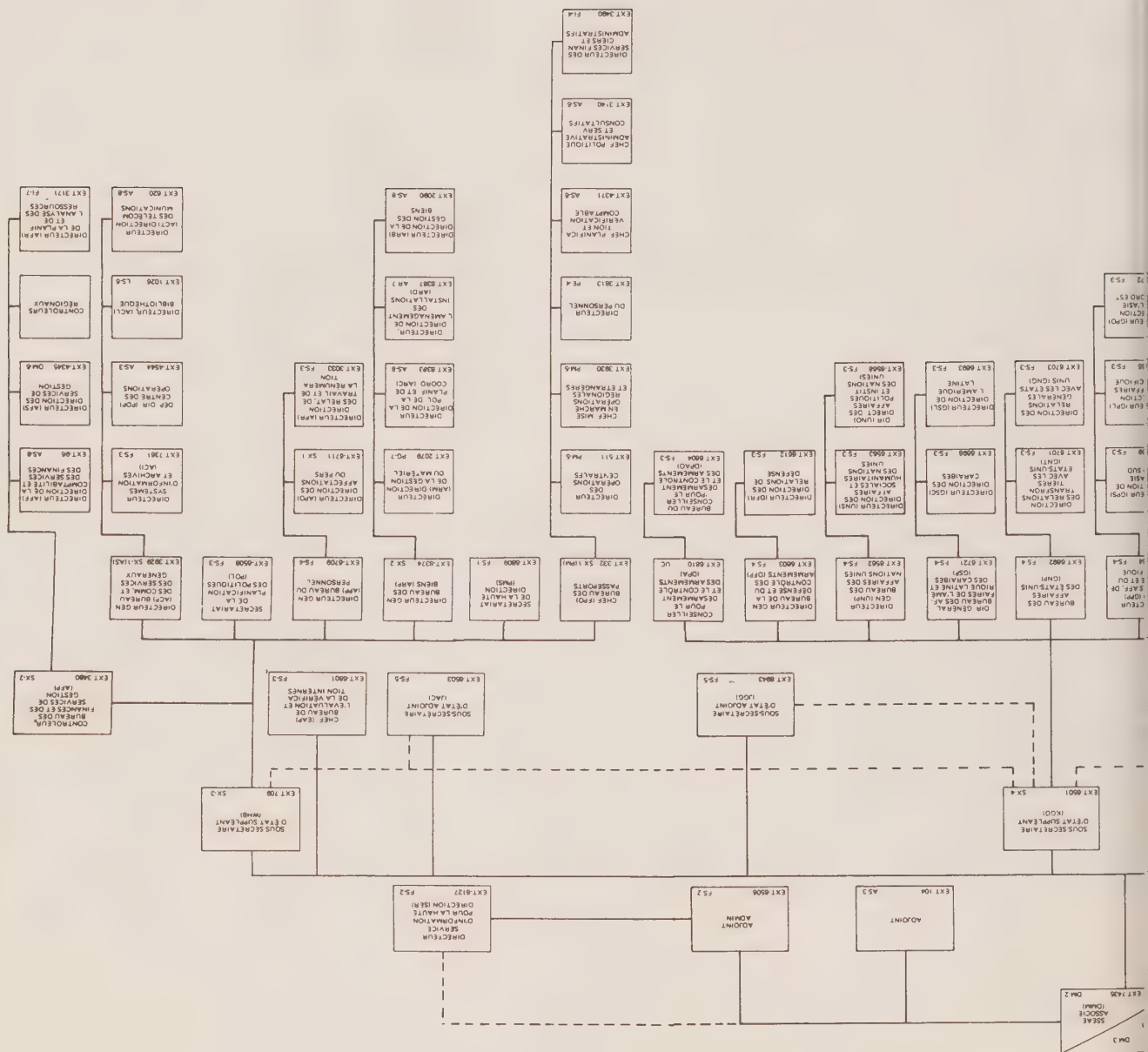
Department	Program Persons	Support Staff
Agriculture Canada	1	1
CEIC	239	
CIDA	55	
DEA	475	3,148.5
Finance	1	
HWC	25	
ITC (TCS & CGOT)	474	
Labour	1	
DND	89	77
Public Archives	3	1
Revenue Canada	15	
RCMP	48	
Supply & Services	23	8
Transport	1	
<b>TOTAL</b>	<b>1,450</b>	<b>3,235.5</b>

DEPARTMENT OF EXTERNAL  
Effective April 1, 1980













# ANNEXE II (c)

## TABEAU III

Ventilation par ministère du personnel  
affecté à l'étranger  
pendant l'exercice 1979-1980

Ministère	Employés de programme	Employés de soutien
Agriculture Canada	1	1
CEIC	239	
ACDI	55	
Affaires extérieures	475	3,148.5
Finances	1	
Santé et Bien-être social Canada	25	
IGC (SDC et OTC)	474	
Travail Canada	1	
Défense nationale	89	77
Archives publiques	3	1
Revenu Canada	15	
GRC	48	
Approvisionnement et services	23	8
Transport Canada	1	
TOTAL	1,450	3,235.5

# ANNEXE II (b)

## TABEAU II

Répartition des années-personnes de programme  
et de soutien à l'étranger par programme  
pendant l'exercice 1979-1980

Programmes du CIRE	Années-personnes de programme	Années-personnes de soutien
Affaires consulaires	48.9	129.2
Douanes et accise	14.6	16.9
Relations de défense	90.5	127.9
Relations générales	228.4	208.0
Aide au développement international	89.0	60.4
Emploi et Immigration	263.8	391.2
Liaison policière	34.1	24.5
Information et relations culturelles	97.9	195.5
Science, Technologie et Environnement	15.1	12.4
Tourisme	70.9	42.5
Développement commercial et industriel	381.2	318.3
Transport, Communications et Energie	11.5	6.4
Autres	1.9	1.3
Administration et services de soutien	102.2	1,701.0
TOTAL	1,450.0	3,235.5

# ANNEXE II (a)

Le tableau I ci-dessous offre une répartition géographique des 117 missions du Canada et des 4 685 employés de programme et de soutien chargés de la conduite des opérations extérieures du gouvernement. Le tableau II donne le nombre des années-personnes de programme et de soutien utilisées pour gérer les 13 programmes sous la responsabilité du CIRE, et le tableau III présente une ventilation par ministère et organisme du nombre d'employés de programme et de soutien en service à l'étranger.

**TABEAU I**  
**Répartition géographique des missions**  
**et du personnel canadiens à l'étranger**  
**pour l'exercice 1979-1980**

Région géographique	Missions et bureaux	Pays, territoires et institutions intéressés (1)	Employés de programmes (2)	Employés de soutien (2)
<b>Afrique et Moyen-Orient</b>	25	62	186	468
Afrique anglophone	7	22	54	151
Afrique francophone	11	21	67	139
Moyen-Orient	7	19	65	178
<b>Asie et Pacifique</b>	17	27	243	609
Asie du Nord-Est	4	5	95	210
Région du Pacifique	9	15	100	190
Asie du Sud	4	7	48	209
<b>Europe</b>	35	36	480	1 204.5
Europe de l'Est	6	9	59	208.5
Europe de l'Ouest (membres de la CEE)	19	14	336	768.5
Europe de l'Ouest (non membres de la CEE)	10	13	85	227.5
<b>Amérique latine et Antilles</b>	17	30	183	370.5
Antilles	4	10	50	103.5
Amérique latine	13	20	133	267.0
<b>États-Unis</b>	15	2	294	463.5
<b>Institutions internationales</b>	8	17	64	120
<b>TOTAL</b>	117	174	1 450	3 235.5

(1) Pays et territoires avec lesquels le Canada entretient des relations diplomatiques ou consulaires et principaux organismes internationaux (par exemple: l'ONU et ses institutions spécialisées).

(2) Le personnel des programmes regroupe tout le personnel chargé de la gestion des programmes: recruté au Canada (1 121) et recruté sur place (329). Le personnel de soutien englobe tous les employés faisant partie des groupes des écritures, de l'administration, des services sténographiques, de même que d'autres employés de soutien: recruté au Canada (892) et recruté sur place (2 343). Ces chiffres comprennent tous les employés affectés à l'étranger par tous les ministères et organismes fédéraux, sauf ceux qui travaillent pour des organismes internationaux ou ils sont détachés, sauf le personnel des Forces armées canadiennes en service dans des opérations de l'OTAN ou dans des opérations de maintien de la paix de l'ONU et le personnel d'outre-mer des sociétés de la Couronne et d'autres organismes commerciaux ou spéciaux du gouvernement (l'EACL, Air Canada, Radio-Canada, la CCC, l'ONF). Ces chiffres excluent les employés de gouvernements provinciaux ou le personnel d'assistance technique de l'ACDI se trouvant dans les pays en développement.





que soient accomplies les procédures législatives de son ordre interne. Toutefois, le Gouvernement du Canada octroiera, à partir du 1er janvier 1980, une exemption douanière équivalente à celle prévue à l'Article 2 et verra à la réalisation rapide de ses procédures législatives s'y rapportant. Cette réserve sera retirée dès l'achèvement desdites procédures.

Accord relatif à la mise en oeuvre de l'Article VII de l'Accord général sur les tarifs douaniers et le commerce (Évaluation en douane)

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979 (sous réserve)

En vigueur le premier janvier 1981

## RÉSERVE

Nonobstant les articles 24 et 25 de l'Accord relatif à la

mise en oeuvre de l'article VII de l'Accord général sur les tarifs douaniers et le commerce (ci-après appelé l'Accord sur la valeur en douane), le Canada mettra en oeuvre l'Accord sur la valeur en douane au plus tard le 1er janvier 1985 pourvu qu'avant cette date une entente soit intervenue, aux termes de l'article XXVIII de l'Accord général sur les tarifs douaniers et le commerce, sur les ajustements que pourraient nécessiter les taux de droits canadiens pour maintenir la protection des droits aux niveaux qui prévaudraient si le Canada ne mettait pas en oeuvre l'Accord sur la valeur en douane.

Accord relatif aux procédures en matière de licences d'importation

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979

En vigueur le premier janvier 1980

Convention internationale pour la protection des obtentions végétales

Fait à Paris le 2 décembre 1961

Révisé à Genève le 10 novembre 1972 et le 23 octobre 1978

Signé par le Canada le 31 octobre 1979

Convention sur la pollution atmosphérique transfrontière à longue distance

Adopté à Genève le 13 novembre 1979

Signé par le Canada le 13 novembre 1979

Actes finals de la Conférence administrative mondiale des radiocommunications (1979)

Fait à Genève le 19 novembre 1979

Signé par le Canada, sous réserve d'approbation, le 19 novembre 1979

Amendements à la Convention relative à la création d'une Organisation maritime consultative intergouvernementale visant à l'institutionnalisation du Comité de la coopération technique dans la Convention (Résolution A.400 (x))

Adoptés à Londres le 17 novembre 1977

L'Instrument d'acceptation du Canada reçu (OMCI) le 2 novembre 1979

Déposés à l'ONU, New York, le 19 novembre 1979

Amendements au titre et aux dispositions de la Convention relative à la création d'une Organisation maritime consultative intergouvernementale (Résolution A.371 (x))

Adoptés à Londres le 9 novembre 1977

L'Instrument d'acceptation du Canada reçu (OMCI) le 2 novembre 1979

Déposés à l'ONU, New York le 19 novembre 1979

Protocole de Genève (1979) annexe à l'Accord général sur les tarifs douaniers et le commerce

Fait à Genève le 30 juin 1979

Signé par le Canada le 30 juin 1979

En vigueur le premier janvier 1980

Protocole additionnel au Protocole de Genève (1979) annexe à l'Accord général sur les tarifs douaniers et le commerce

Fait à Genève le 22 novembre 1979

Signé par le Canada le 17 décembre 1979 (sous réserve

d'acceptation)

En vigueur le premier janvier 1980

Arrangement relatif à la viande bovine

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979

En vigueur le premier janvier 1980

Accord relatif aux obstacles techniques au commerce

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979

En vigueur le premier janvier 1980

Accord relatif à la mise en oeuvre de l'article VI de l'Accord général sur les tarifs douaniers et le commerce

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979

En vigueur le premier janvier 1980

Accord relatif à l'interprétation et à l'application des Articles VI, XVI, et XXIII de l'Accord général sur les tarifs douaniers et le commerce (subventions/droits compensateurs)

Fait à Genève le 12 avril 1979

Signé par le Canada le 17 décembre 1979

En vigueur le premier janvier 1980

Convention internationale pour les pêcheries de l'Atlantique Nord-Ouest

Fait à Washington le 8 février 1949

En vigueur le 3 juillet 1950

L'Instrument de ratification du Canada déposé le 3 juillet 1950

Note canadienne de retrait, déposée le 29 juin 1979, avec effet au 31 décembre 1979

Accord relatif au commerce des aéronefs civils

Fait à Genève le 12 avril 1979

Signé par le Canada le 20 décembre 1979 (sous réserve)

En vigueur le premier janvier 1980

## RÉSERVE

Le Gouvernement du Canada réserve sa position en ce qui concerne les obligations prévues à l'Article 2 jusqu'à ce



## ACCORDS INTERNATIONAUX MULTILATÉRAUX

Accord de coopération commerciale et économique entre le Gouvernement du Canada et les Gouvernements des Etats membres du Marché commun des Caraïbes

Kingston, le 20 janvier 1979  
En vigueur le 23 avril 1979

Protocole modifiant la Convention internationale concernant les pêcheries hautes mers de l'Océan Pacifique Nord

Fait à Tokyo, le 25 avril 1978  
Echange des Instruments de ratification le 15 février 1979  
En vigueur le 15 février 1979

Amendements à la Convention sur la prévention de la pollution des mers résultant de l'immersion de déchets, 1972

Adoptés à Londres, le 12 octobre 1978  
L'Instrument d'acceptation du Canada déposé le 27 février 1979

Convention de l'Organisation internationale de télécommunications maritimes par satellites (INMARSAT)

Fait à Londres, le 3 septembre 1976  
Signée par le Canada le 14 mai 1979

Protocoles portant la cinquième prorogation de la Convention sur le commerce du blé et de la Convention relative à l'aide alimentaire constituant l'Accord international sur le blé de 1971

Fait à Washington, le 25 avril 1979  
Signé par le Canada le 15 mai 1979  
L'Instrument de ratification déposé le 15 juin 1979  
En vigueur le 23 juin 1979 pour toutes les dispositions de la Convention autres que les articles 3 à 9 inclusivement et 21, et le 1er juillet 1979 pour les articles 3 à 9 inclusivement et article 21 de la Convention

Actes finals de la Conférence administrative mondiale des radiocommunications du Service mobile aéronautique (R) Genève, 1978

Fait à Genève, le 5 mars 1978  
L'Instrument d'approbation du Canada déposé le 10 juillet 1979

Convention sur l'Institut inter-américain de la coopération pour l'agriculture

Signé à Washington, le 6 mars 1979  
L'Instrument de ratification du Canada déposé le 11 juillet 1979

Convention relative à la marine marchande de la Communauté britannique

Fait à Londres, le 10 décembre 1931  
En vigueur le 10 décembre 1931  
Note canadienne de retrait datée le 20 octobre 1978 avec effet le 20 octobre 1979

Pacte international relatif aux droits civils et politiques

Fait à New York, le 19 décembre 1966  
En vigueur le 23 mars 1976  
L'Instrument d'adhésion du Canada déposé le 19 mai 1976

La Déclaration suivante par le Gouvernement du Canada en vertu de l'article 41 du Pacte a été déposée le 29 octobre 1979

## DÉCLARATION

«Le gouvernement du Canada déclare, en vertu de l'article 41 du Pacte international relatif aux droits civils et politiques, qu'il reconnaît la compétence du Comité des droits de l'homme des Nations Unies visé à l'article 28 dudit Pacte pour recevoir et examiner des communications présentées par un autre Etat partie pourvu que cet Etat partie ait, pas moins de douze mois avant de présenter une communication concernant le Canada, fait une déclaration en vertu de l'article 41 reconnaissant la compétence du Comité pour recevoir et examiner des communications qui le concernent.»

## Japon

Echange de notes entre le Gouvernement du Canada et le Gouvernement du Japon constituant un Accord concernant le contingentement des textiles

Ottawa, le 15 mai 1979  
En vigueur le 15 mai 1979

## Mexique

Traité entre le Canada et le Mexique sur l'exécution des sentences pénales.

Ottawa, le 22 novembre 1977  
Les Instruments de ratification échangés le 27 février 1979  
En vigueur le 29 mars 1979

## Nations Unies

Echange de notes entre le Gouvernement du Canada et l'Organisation des Nations Unies amendant l'Accord relatif aux réclamations nées d'actes accomplis par des membres du contingent canadien affecté à la Force des Nations Unies chargée du maintien de la paix à Chypre

New York, le 30 mars 1979  
En vigueur le 30 mars 1979  
Avec effet rétroactif au 30 septembre 1976

## Philippines

Echange de notes entre le Gouvernement du Canada et le Gouvernement des Philippines constituant un Accord relatif au commerce de certains produits textiles

Manille, le 19 février 1979  
En vigueur le 1er janvier 1979

## Pologne

Accord à long terme sur les céréales entre le Canada et la Pologne

Varsovie, le 4 octobre 1979  
En vigueur le 4 octobre 1979

## Royaume-Uni

Echange de notes entre le Gouvernement du Canada et le Gouvernement du Royaume-Uni de Grande-Bretagne et l'Irlande du Nord constituant un Accord amendant l'Accord de 1971 concernant l'instruction militaire des Forces armées du Royaume-Uni au Canada

## Rwanda

Ottawa, le 26 novembre 1979  
En vigueur le 26 novembre 1979

Echange de notes entre le Gouvernement du Canada et le Gouvernement du Rwanda constituant un Accord relatif aux investissements au Rwanda assurés par le Canada par l'intermédiaire de son mandataire, la Société pour l'expansion des exportations

Kigali, le 30 janvier 1979

## Sénégal

Accord d'assurance-investissement à l'étranger entre le Gouvernement du Canada et le Gouvernement de la République du Sénégal

Dakar, le 19 janvier 1979  
En vigueur le 19 janvier 1979

## Soudan

Accord général entre le Gouvernement du Canada et le Gouvernement de la République démocratique du Soudan concernant la coopération au développement

Khartoum, le 16 septembre 1979

## Union Sud-Africaine

Accord commercial entre le Dominion du Canada et l'Union sud-africaine

Ottawa, le 20 août 1932  
En vigueur le 30 juin 1933  
Terminé le 25 juillet 1979 avec effet le 25 janvier 1980

Echange de notes comportant un arrangement commercial entre le Canada et l'Union sud-africaine

Pretoria et Ottawa, le 2 et 31 août 1935  
En vigueur le 31 août 1935  
en date du 1er juillet 1935

Terminé le 25 juillet 1979 avec effet le 25 janvier 1980

## Yugoslavie

Accord sur la protection des investissements entre le Gouvernement du Canada et le Conseil exécutif fédéral de la République fédérative socialiste de Yougoslavie (avec un Echange de notes constituant une entente)

Belgrade, le 21 décembre 1979

Echange de notes constituant un Accord entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique portant modification de la Convention entre le Canada et les Etats-Unis d'Amérique pour la conservation des pêcheries de flétan du Pacifique Nord et de la mer de Béring signée à Ottawa le 2 mars 1953

Washington, le 29 mars 1979  
En vigueur le 29 mars 1979

Echange de notes entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique constituant un Accord d'un système de contrôle coopératif de la circulation maritime dans la région Juan de Fuca

Ottawa, le 19 décembre 1979  
En vigueur le 19 décembre 1979

Echange de notes (30 juin 1953) entre le Canada et les Etats-Unis d'Amérique constituant un Accord relatif à l'installation d'un pipe-line entre Haines et Fairbanks (Alaska)

Ottawa, le 30 juin 1953  
En vigueur le 30 juin 1953  
Modifié par un Echange de notes le 31 mars 1960  
Modifié par un Echange de notes le 19 avril 1962  
La notification canadienne du 12 janvier 1979 terminant l'Accord sera effective le 12 janvier 1980

Echange de notes entre le Canada et les Etats-Unis d'Amérique concernant l'attribution définitive de la propriété des installations CANOL

Washington, le 31 mars 1960  
En vigueur le 31 mars 1960  
Terminé le 12 janvier 1980

Echange de notes entre le Canada et les Etats-Unis d'Amérique autorisant ceux-ci à construire, à exploiter et à entretenir trois stations de pompes supplémentaires en territoire canadien près du Pipe-line de Haines à Fairbanks

Ottawa, le 19 avril 1962  
En vigueur le 19 avril 1962  
Terminé le 12 janvier 1980

## France

Accord d'assistance mutuelle entre le Canada et la France visant la prévention, la recherche et la répression des fraudes douanières par les administrations douanières des deux pays

Paris, le 9 janvier 1979

## Jamaïque

Echange de notes entre le Gouvernement du Canada et le Gouvernement de la Jamaïque constituant un Accord afin de permettre aux stations radio d'amateurs du Canada et de la Jamaïque d'échanger des messages ou d'autres communications avec des tiers

Kingston, les 2 et 4 octobre 1979  
En vigueur le 19 octobre 1979

## Italie

Accord entre le Gouvernement du Canada et le Gouvernement de la République italienne relatif au régime de pensions du Canada

Ottawa, le 29 mai 1970  
En vigueur le 29 mai 1970  
Avec effet rétroactif au 1er janvier 1969  
Terminé le 31 décembre 1979

## Indonésie

Convention entre le Canada et la République d'Indonésie tendant à éviter les doubles impositions et à prévenir l'évasion fiscale en matière d'impôts sur le revenu et sur la fortune

Jakarta, le 16 janvier 1979

## Haute-Volta

Accord général entre le Gouvernement du Canada et le Gouvernement de la République de Haute-Volta concernant la coopération au développement

Ouagadougou, le 8 novembre 1977  
En vigueur le 6 avril 1979

Accord entre le Canada et la France sur le transfert des détenus et sur la surveillance de certains condamnés

Ottawa, le 9 février 1979

Accord entre le Canada et la France sur la sécurité sociale

Ottawa, le 9 février 1979

Accord entre le Canada et la France sur l'extradition

En vigueur le 1er mai 1979



## Corée, République de

Echange de notes entre le Gouvernement du Canada et le Gouvernement de la République de Corée constituant un Accord relatif à la protection de la propriété industrielle

Ottawa, le 13 février 1979

En vigueur le 13 février 1979

## Cuba

Echange de notes entre le Gouvernement du Canada et le Gouvernement de la République de Cuba constituant un Accord reconduisant l'Accord de 1973 entre le Canada et Cuba relatif aux détournements d'avions, de vaisseaux et à d'autres infractions

La Havane, le 3 octobre 1979

En vigueur le 3 octobre 1979

Avec effet rétroactif au 15 février 1978

## Danemark

Traité entre le Canada et le Royaume du Danemark en matière d'extradition

Ottawa, le 30 novembre 1977

Echange des Instruments de ratification le 13 février

1979

En vigueur le 13 février 1979

## Espagne

Echange de notes entre le Gouvernement du Canada et le Gouvernement de l'Espagne constituant un Accord par lequel le Canada deviendra un Etat membre à l'Accord relatif au projet d'augmentation des précipitations (PAP) ainsi qu'au Protocole d'exécution, signé à Madrid le 23 janvier 1973

Madrid, le 10 mai et le 6 juin 1979

En vigueur le 6 juin 1979

## Etats-Unis

Protocole portant modification de la Convention du 16 août 1916 pour la protection des oiseaux migrateurs au Canada et aux Etats-Unis

Ottawa, le 30 janvier 1979

Echange de notes entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique constituant un Accord relativement à l'Article I de la Convention entre le Canada et les Etats-Unis d'Amérique en vue de régler

le niveau du lac des Bois signée à Washington le 24

février 1925

Ottawa, le 21 février et le 19 juin 1979

En vigueur le 19 juin 1979

Echange de notes entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique remplaçant l'Accord du 6 juillet 1970, amendé par un Echange de notes du 11 août 1979 concernant les services de pilotage dans les Grands Lacs (avec un mémoire d'accord)

Ottawa, le 24 août 1978 et le 29 mars 1979

En vigueur le 29 mars 1979

Echange de notes entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique concernant l'établissement, l'entretien et l'exploitation d'une station d'émission Loran-C à Port Hardy, Ile de Vancouver (CB)

Ottawa, les 19 et 29 mars 1979

En vigueur le 29 mars 1979

Accord entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique sur les ressources halieutiques de la Côte est

Washington, le 29 mars 1979

Traité entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique visant à soumettre au règlement obligatoire le différend relatif à la délimitation de la frontière maritime dans la région du Golfe du Maine

Washington, le 29 mars 1979

Compromis entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique visant à soumettre à une chambre de la Cour internationale de Justice la question de la délimitation de la frontière maritime dans la région du Golfe du Maine

Washington, le 29 mars 1979

Compromis entre le Gouvernement du Canada et le Gouvernement des Etats-Unis d'Amérique visant à soumettre à une cour d'arbitrage la question de la délimitation de la frontière maritime dans la région du Golfe du Maine

Washington, le 29 mars 1979

Protocole portant modification de la Convention entre le Canada et les Etats-Unis d'Amérique pour la conservation des pêcheries de flétan du Pacifique Nord et de la mer de Béring

Washington, le 29 mars 1979

## ACCORDS INTERNATIONAUX BILATÉRAUX

**Algérie, République d'**

Echange de notes entre le Gouvernement du Canada et le Gouvernement de la République algérienne démocratique et populaire constituant un accord amendant et prorogant l'Accord entre le Canada et la République algérienne démocratique et populaire portant sur l'ouverture d'une ligne de crédit au titre de la coopération en date du 1er juin 1973

Alger, le 6 novembre 1978 et le 12 février 1979  
En vigueur le 12 février 1979  
Avec effet rétroactif au 1er juin 1978

**Allemagne, République Fédérale d'**

Traité d'extradition entre le Canada et la République fédérale d'Allemagne

Ottawa, le 11 juillet 1977  
Les Instruments de ratification ont été échangés le 31 août 1979  
En vigueur le 30 septembre 1979

**Argentine**

Accord entre le Gouvernement du Canada et le Gouvernement de la République d'Argentine sur le transport aérien commercial

Buenos Aires, le 8 mai 1979

En vigueur provisoirement le 8 mai 1979

**Bangladesh**

Accord général entre le Gouvernement du Canada et le Gouvernement de la République populaire de Bangladesh concernant la coopération au développement

Dacca, le 14 décembre 1979  
En vigueur le 14 décembre 1979

**Barbade**

Echange de notes entre le Gouvernement du Canada et le

**Cameroun**

Echange de notes entre le Gouvernement du Canada et le Gouvernement de la République Unie du Cameroun constituant un Accord relatif aux investissements canadiens dans la République du Cameroun assurés par le Gouvernement du Canada par l'intermédiaire de son mandataire, la Société pour l'expansion des exportations

Yaoundé, le 8 juin 1979  
En vigueur le 8 juin 1979

**Chine, République Populaire de**

Echange de notes constituant un Accord entre le Gouvernement du Canada et le Gouvernement de la République populaire de Chine prorogant l'Accord commercial du 13 octobre 1973

Ottawa, le 19 octobre 1979  
En vigueur le 19 octobre 1979  
Avec effet rétroactif au 13 octobre 1979

Protocole de coopération économique entre le Gouvernement du Canada et le Gouvernement de la République populaire de Chine

Ottawa, le 19 octobre 1979  
En vigueur le 19 octobre 1979

**Communauté Economique Européenne**

Accord en matière de pêche entre le Gouvernement du Canada et la Communauté économique européenne

Bruxelles, le 28 juin 1979

Accord sous forme d'Echange de lettres entre le Gouvernement du Canada et la Communauté économique européenne concernant leur Accord en matière de pêche

Bruxelles, le 28 juin 1979

Gouvernement de la Barbade constituant un Accord provisoire relatif aux services aériens internationaux

Bridgetown, le 23 novembre 1979  
En vigueur le 23 novembre 1979





## ANNEXES



certaines privilèges et immunités au Fonds commun, nouvel organisme international devant être créé en vue d'améliorer la coopération internationale dans le domaine des produits de base.

Outre ces développements du droit international, le Bureau a entrepris un examen de la législation en vigueur afin d'assurer que la protection accordée aux missions étrangères et à leur personnel au Canada est pleinement conforme aux obligations internationales du Canada.

Pendant l'année, le Ministère a continué de négocier des arrangements administratifs réciproques avec d'autres pays en vue de faciliter l'embauche à l'étranger de personnes à charge de ses employés affectés à ses missions diplomatiques et consulaires. Ces efforts se poursuivront dans les mois à venir étant donné que s'accroît le nombre des couples qui travaillent et que les possibilités de travail à l'étranger sont devenues un facteur essentiel d'une affectation. En retour, certaines facilités sont accordées aux personnes à charge de représentants au Canada de pays avec lesquels le Canada a signé un arrangement prévoyant l'entrée sur le marché du travail.

En septembre 1979, le Ministère a publié une version révisée et élargie de sa brochure intitulée *Privilèges accordés aux représentants diplomatiques au Canada*, qu'il a distribuée à toutes les missions accréditées au Canada.

nie et au Kenya, ainsi que les voyages du secrétaire d'Etat aux Affaires extérieures à la Barbade, à Sainte-Lucie, en Jamaïque, en France et à Bruxelles.

On peut se procurer la liste des représentants étrangers au Canada en s'adressant à la Direction des programmes d'information au Canada.

## Privilèges et immunités

Le Ministère assume la responsabilité de l'interprétation et de l'application, au Canada comme à l'étranger, des principes que renferment différents accords internationaux sur les privilèges et immunités touchant les missions diplomatiques et consulaires et les organisations internationales.

En 1979, le Bureau des affaires juridiques a poursuivi son étude de l'évolution du droit international relatif aux privilèges et immunités des organisations internationales; il a également fourni des avis là-dessus. Dans ce contexte, on s'est penché sur le statut juridique ainsi que sur les privilèges et immunités à accorder à la nouvelle Organisation des pêches de l'Atlantique Nord-Ouest (OPAN) dont le Canada est membre et qui remplacera la Commission internationale des pêches de l'Atlantique Nord-Ouest (CI-PAN). Le siège de l'OPAN sera implanté en Nouvelle-Ecosse. On a également entrepris une étude sur l'octroi de



grandes transactions de l'année. Par ailleurs, le budget de 1979 pour l'achat de mobilier, de pièces d'ameublement et de véhicules s'élevait à quelque 5 millions de dollars.

## Représentants étrangers au Canada et protocole

Le Canada compte maintenant 137 représentations diplomatiques, à savoir 73 ambassadeurs en résidence, 21 hauts-commissaires en résidence, 29 ambassadeurs non résidents et 14 hauts-commissaires non-résidents. À cela viennent s'ajouter l'Organisation de l'aviation civile internationale (OACI) dont le siège est à Montréal et qui se compose de représentants de 41 États et d'un secrétariat, la délégation de la Commission des communautés européennes, le Haut-commissariat des Nations Unies pour les réfugiés, le Bureau international du travail et le Centre d'information audio-visuelle des Nations Unies sur les établissements humains. Il y a en plus 322 bureaux consulaires et autres représentations au Canada.

Pendant 1979, le Bureau du Chef du protocole s'est tenu en liaison avec ces missions, leur prodiguant services et conseils conformément aux lois et règlements du Canada et à ses obligations aux termes des conventions internationales. La protection du personnel des ambassades et des consulats étrangers, les dispositions protocolaires à l'égard du corps diplomatique et l'accueil des visiteurs étrangers relèvent également de ses compétences. Il est en outre chargé de surveiller l'application des privilèges et immunités dont jouissent 819 agents diplomatiques, dont certains résident à l'extérieur du Canada, 669 fonctionnaires consulaires ainsi que leurs familles et 413 personnes appartenant au personnel administratif et de soutien étranger, ainsi que leurs familles. Entrent également dans cette catégorie les 307 domestiques privés à l'emploi des représentants étrangers. Enfin, le siège de l'OACI à Montréal compte, outre les représentants de 41 pays, un secrétariat qui regroupe 209 fonctionnaires internationaux dont certains cadres supérieurs ayant un statut semblable à celui des diplomates. Le Bureau a continué d'aider les représentants étrangers nouvellement arrivés à comprendre les coutumes et les lois canadiennes ainsi que les règlements qu'ils sont censés observer et, tout en protégeant les intérêts des Canadiens, d'intervenir pour empêcher que des mésententes entre membres de la communauté diplomatique et citoyens canadiens n'influencent défavorablement sur le travail des missions étrangères.

Le Bureau est également chargé de l'accueil des visiteurs étrangers. Il leur offre l'hospitalité du gouvernement canadien. En 1979, il a ainsi organisé 302 réceptions officielles et participé à l'organisation de 97 visites au Canada. Celles-ci comprenaient des visites par le Président du Sénégal, le Premier ministre de la France et les ministres des Affaires étrangères de la République de Corée, de Sri Lanka, du Luxembourg et de l'Ouganda. Le Bureau a également coordonné les voyages du Premier ministre aux États-Unis, au Japon, au Cameroun, en Zambie, en Tanza-

ayant des représentants à l'étranger, notamment le ministre de l'Industrie et du Commerce, la Commission de l'Emploi et de l'Immigration du Canada et l'Agence canadienne de développement international (ACDI).

Les dépenses d'exploitation et d'entretien (222,6 millions) ont permis au Ministère d'assumer ses responsabilités de gestion et de coordination des opérations tant au Canada qu'à l'étranger. Cette rubrique englobe les dépenses au titre des traitements, des salaires et des autres coûts en personnel, les frais de location de propriétés à l'étranger, les voyages et les communications ainsi qu'une vaste gamme de coûts associés à la conduite des opérations à l'étranger. On trouvera à la prochaine partie une ventilation du budget d'équipement (32,1 millions).

Les subventions et contributions (86,6 millions) ont en bonne part consisté en paiements incompressibles découlant de l'appartenance du Canada à un certain nombre d'organismes internationaux (ONU, OTAN, Commonwealth, Francophonie, etc.).

## Immeubles et autres biens

La gestion du portefeuille immobilier du Ministère à l'étranger relève du Bureau des biens, lequel gère aussi un programme d'acquisition à long terme approuvé par le Conseil du Trésor en 1974 et de nouveau en 1979 et doté d'un budget annuel de 20 millions de dollars. En vertu de ce programme, l'État acquiert des bureaux et des logements au lieu de les louer à des prix sans cesse croissants. Le portefeuille immobilier a une valeur approximative de 250 millions de dollars et le budget annuel du Bureau s'élève à plus de 30 millions.

En 1979, le Bureau a commencé la construction d'une chancellerie à Mexico et des rénovations majeures à la chancellerie et à son annexe à Paris. Après avoir réparé les dommages créés par un incendie, nous avons commencé à dresser les plans pour l'aménagement d'un centre culturel à Canada House, à Londres. Les négociations et travaux se sont aussi poursuivis en regard de projets à Belgrade, Lagos, Moscou, Pékin, Tokyo et Washington.

Au cours de l'année, le Bureau a concentré ses achats de biens immobiliers dans les pays de l'hémisphère occidentale offrant des possibilités de réaliser des affaires avantageuses. On a complété l'achat de chancelleries à Bogota (un édifice qui contient aussi six logements pour le personnel) et à Copenhague. De plus, quelque 20 logements ont été acquis pour le personnel à Atlanta, Bogota, Buenos Aires, Lima, Seattle, Birmingham et Glasgow. On a également conclu un accord conjoint prévoyant la construction de 13 logements pour le personnel à Tokyo en échange de la valeur équivalente de biens excédentaires.

La location d'un immeuble devant abriter la nouvelle mission à Libreville ainsi que la location d'une nouvelle résidence officielle à Beyrouth et de nouvelles chancelleries à Guatemala City et à Port-au-Prince complètent la liste des

Le Bureau du personnel est chargé du recrutement, de l'affectation, de la rémunération et des conditions générales de travail des 1 450 employés de l'Administration centrale et des 1 250 Canadiens et 2 375 employés recrutés sur place dans 117 missions. Pendant l'année, le Bureau a aidé le Ministère à appliquer les mesures de restrictions budgétaires, notamment en ce qui concerne les aspects de gestion du personnel, tout en poursuivant les opérations essentielles au bon fonctionnement des missions à l'étranger et des services de l'Administration centrale.

Un grand projet de révision complète de l'utilisation des effectifs à l'Administration centrale a mené à la mise sur pied d'un système de "budgétisation du personnel" qui a donné lieu à des réductions de personnel. Un examen semblable entrepris dans les missions à l'étranger était presque achevé à la fin de l'année.

Pendant l'année, le Bureau a également mené une étude qui a entraîné la création d'un groupe d'agents administratifs permanents spécialisés afin de renforcer l'efficacité de l'administration des missions. La mise en application de cette décision était déjà bien engagée à la fin de l'année; un concours pour le premier groupe de postes était déjà lancé, et la planification des programmes de formation et du premier groupe d'affectations était bien avancée.

Le Bureau a représenté le Ministère lors des consultations triennales du Conseil national mixte concernant les Directives sur le Service extérieur. Il a joué un rôle important dans cette révision des termes et conditions de service à l'étranger de tous les employés du Service extérieur approuvés par le Conseil du Trésor le 1<sup>er</sup> avril 1979. L'introduction du règlement régissant les conditions d'emploi du personnel recruté sur place a aidé à normaliser les pratiques administratives dans nos missions et en a rapproché les grandes dispositions des lois et pratiques locales.

Le Bureau a également contribué à des discussions interministérielles sur de nombreuses questions de gestion du personnel. Parmi celles-ci, mentionnons les plans visant la réorganisation des administrateurs de la Fonction publique en une nouvelle catégorie de la direction.

Une partie importante des activités du Bureau a été consacrée à des tâches essentielles et courantes. Les affectations dans les missions et à l'Administration centrale sont poursuivies alors que des mesures d'austérité, y compris un gel de l'embauche, réduisaient grandement le recrutement. Pendant l'année, quelque 220 agents et 420 employés de soutien ont été affectés à l'étranger ou sont revenus à l'Administration centrale. D'importantes modifications ont été apportées au système ministériel d'appréciation des commis et secrétaires permanents.

On peut se procurer la liste des représentants du Canada à l'étranger auprès de la Direction des programmes d'information au Canada.

Le Comité interministériel sur les relations extérieures (CIRE) a été établi par une décision du Cabinet en 1970 avec mandat d'orienter le processus d'intégration et de conseiller le gouvernement sur tous les aspects des opérations à l'étranger. Le Comité se compose du sous-secrétaire d'Etat aux Affaires extérieures (comme président), des sous-ministres des ministères de l'Industrie et du Commerce, de l'Emploi et de l'Immigration et de la Défense nationale, du commissaire à la GRC, du président de l'Agence canadienne de développement international, du secrétaire du Conseil du Trésor et du secrétaire au Cabinet. Le Comité est appuyé par un petit secrétariat doté de personnel détaché des ministères ayant la responsabilité d'importants programmes à l'étranger.

En 1979, le CIRE a poursuivi des mesures visant à normaliser et à renforcer les pratiques de gestion des missions et des ressources à l'étranger. Parmi les plus importantes de ces mesures, mentionnons: a) l'élaboration de pratiques interministérielles pour la nomination et l'évaluation des chefs de mission; b) la gestion du processus annuel de révision de la programmation par pays pour l'évaluation des réalisations des missions, l'étude des programmes projetés et la répartition des ressources en personnel conformément aux priorités globales; c) l'achèvement d'une étude sur la représentation canadienne en France et en Allemagne en vue de déterminer la meilleure répartition des ressources dans ces pays, et la poursuite d'une étude parallèle sur la représentation aux Etats-Unis.

## Service d'inspection

En 1979, le Service d'inspection du ministère des Affaires extérieures a été remplacé par un nouveau service renforcé (SICIRE) faisant directement rapport au Comité interministériel sur les relations extérieures et ayant pour mandat d'entreprendre des vérifications et des évaluations indépendantes de l'ensemble des opérations des missions diplomatiques et consulaires du Canada à l'étranger.

Le SICIRE a commencé ses opérations en septembre et inspecté huit missions en Europe et quatre missions en Afrique. Des rapports détaillés ont été préparés et envoyés au Comité interministériel sur les relations extérieures pour suite à donner.

## Budget 1979-1980

Pour l'exercice allant du 1<sup>er</sup> avril 1979 au 31 mars 1980, le budget du Ministère pour les dépenses de fonctionnement et d'équipement pour les subventions et contributions a représenté globalement 341,3 millions de dollars ainsi répartis: 162,2 millions pour les relations avec les gouvernements étrangers; 11,0 millions pour les services consulaires aux Canadiens à l'étranger; 33,4 millions pour l'information et les relations culturelles; 29,8 millions pour l'administration générale; 104,9 millions pour la prestation de services de soutien à d'autres ministères et organismes



échangés en 1979, dont environ 45 pour cent acheminés pour le compte de ministères autres que celui des Affaires extérieures.

Le réseau de télécommunications s'est bien adapté à l'accroissement général du nombre des messages, notamment ceux liés aux crises iranienne et afghane et à la situation des réfugiés en Asie du Sud-Est. Les liaisons radio établies avec Téhéran pour remplacer les services commerciaux ont joué un rôle clé avant l'évacuation de l'ambassade. Le réalignement des circuits ajoutés au commutateur de messages informatisé à capacité plus élevée a permis de stabiliser considérablement les dépenses de fonctionnement compte tenu de l'accroissement des coûts et de la charge de travail.

Le programme de renouvellement du matériel dans les missions à l'étranger a progressé plus vite que prévu. Il a permis certaines économies en personnel à l'étranger et amélioré les capacités de traitement des messages tant à l'Administration centrale que dans les missions. Des inspections techniques ont été effectuées dans quelque 20 missions diplomatiques à l'étranger pour s'assurer de l'intégrité du système de communications.

Le Service de courrier diplomatique a mis en place avec les services de courrier australien et britannique un programme de coopération en vertu duquel chaque partenaire s'occupe des autres dans certains secteurs. De cette façon, toutes les parties ont pu réaliser des économies sans réduire le service aux missions.

Lorsque les autorités locales l'ont permis, les équipes de renseignements téléphoniques canadiens et étrangers ont été remplacés par des systèmes canadiens modernes. Le programme a compris d'importantes installations à Paris, New York et Washington où l'on a introduit le système SL-1 de Northern Telecom.

Afin d'accroître la productivité des opérations de datylographie au Ministère, le Service de traitement des mots de l'Administration centrale a été élargi de façon à fournir un service central à tous les bureaux. Ce service s'est avéré d'une grande valeur pour la correction et la production de longs textes, de lettres multiples et de lettres précomposées, et il a accéléré la production quotidienne de documents à l'intention du Service d'information pour la haute direction et d'autres services.

De grands progrès ont été réalisés dans l'établissement d'un système automatisé de mise en mémoire et d'extraction d'information par l'embauche de personnel para-professionnel supplémentaire.

La Bibliothèque a connu un accroissement de 217 pour cent des demandes de recherche touchant l'accès spécialisé en direct à des bases de données informatisées. La Bibliothèque a également participé à la mise au point d'une base de données statistiques informatisées permettant une analyse valable des relations bilatérales du Canada avec les autres pays.

Au chapitre de l'immigration, le Ministère a continué à favoriser une coopération étroite entre les services fédéraux et québécois d'immigration à l'étranger. Ainsi, des arrangements ont été conclus pour l'affectation permanente d'agents de l'immigration du gouvernement québécois au Commissariat du Canada à Hong Kong. De même, nos missions à Singapour et à Bangkok ont accueilli des représentants des services de l'immigration du Québec pour leur permettre provisoirement de traiter les demandes des réfugiés de la mer destinées à cette province.

En juin 1979, au terme d'une visite en Chine effectuée par une délégation canadienne de représentants fédéraux et provinciaux, le Canada signait un protocole d'entente visant à favoriser les échanges universitaires entre les deux pays. Le protocole prévoyait en particulier un programme d'un an en vertu duquel des chercheurs chinois viendraient compléter leur formation auprès de chercheurs canadiens. Le Secrétaire du Conseil des ministres de l'Éducation (Canada) a été chargé de l'exécution du programme alors qu'un comité de direction réunissant des représentants des autorités fédérales et provinciales en assumait la responsabilité générale. Le Canada, grâce à une collaboration très importante des provinces, a pu accueillir quelque 190 chercheurs chinois pendant l'année universitaire 1979-1980.

En 1979, la Direction des relations fédérales-provinciales a participé à la préparation de visites à l'étranger de plusieurs premiers ministres provinciaux. C'est ainsi que M. Bennett de la Colombie-Britannique s'est rendu en Corée et au Japon; M. Lougheed de l'Alberta aux États-Unis; M. Blakeney de la Saskatchewan en Europe et en Australie; M. Lyon du Manitoba en Australie et en Nouvelle-Zélande; M. Davis de l'Ontario en Europe de l'Ouest; M. Hatfield du Nouveau-Brunswick en Europe de l'Ouest et en Afrique du Nord; et M. Buchanan de la Nouvelle-Écosse en Nouvelle-Angleterre. Cette énumération ne tient compte ni des nombreuses visites organisées pour des ministres de toutes les provinces, ni des missions officielles qui, pratiquement chaque semaine, se rendent à l'étranger ou visitent une province canadienne.

### Information pour la haute direction

Un Service d'information pour la haute direction rattaché au Cabinet du sous-secrétaire est chargé d'assurer de bonnes communications à l'Administration centrale, entre l'Administration et les missions ainsi qu'avec les autres ministères et organismes du gouvernement fédéral impliqués dans les relations étrangères du Canada. Le Service s'est acquitté de cette responsabilité en distribuant au sein de l'Administration centrale des résumés quotidiens des communications importantes entre Ottawa et les missions à l'étranger, ainsi qu'en publiant et en distribuant périodiquement au sein de l'Administration fédérale des documents concernant des questions de politique étrangère.

### Communications et informatique

Près de 3 millions de messages télégraphiques ont été



## Planification des politiques

Le Secrétaire de la planification des politiques collabore avec le sous-secrétaire d'Etat aux Affaires extérieures et la haute direction en évaluant l'efficacité des politiques en vigueur à la lumière de l'évolution de la conjoncture nationale et internationale, en suggérant des options et en proposant de nouvelles orientations pour la politique étrangère. Il s'attache également à renforcer le rôle du Ministère à titre d'agence fédérale chargée de la gestion des relations extérieures du Canada. Pendant l'année, le Secrétaire a participé à un certain nombre d'activités, y compris la coordination et la préparation de la documentation nécessaire à une révision alors prévue de la politique étrangère du Canada.

## Sécurité et renseignements

Le Bureau de l'analyse des renseignements et de la sécurité a la responsabilité des programmes visant à assurer la sécurité matérielle des documents et des communications, ainsi que la sécurité du personnel dans les missions à l'étranger et à l'Administration centrale. Les questions de terrorisme international et les préparatifs en cas d'urgence sont également du ressort de ce Bureau, et le Centre des opérations du Ministère en relève. De sources multiples, le personnel du Bureau rassemble et analyse des données politiques et économiques qui serviront de fondement à la formulation de politiques sur les questions touchant les intérêts du Canada.

## Coordination fédérale-provinciale

La fonction de coordination fédérale-provinciale sert à raffermir les moyens dont dispose le gouvernement du Canada pour répondre aux aspirations croissantes des provinces sur la scène internationale, à faciliter la poursuite des activités internationales de ces dernières dans leurs secteurs de compétence et à formuler des politiques gouvernementales à cet égard et en ce qui concerne leur rôle dans l'élaboration de la politique étrangère du Canada.

Une étroite liaison entre le Ministère et les provinces est notamment assurée par des visites périodiques de fonctionnaires du Ministère aux provinces et par des contacts téléphoniques presque quotidiens. Le Ministère ouvre son réseau de télécommunications aux provinces pour leur faciliter un recours rapide aux services offerts par nos missions diplomatiques et consulaires à l'étranger.

La Direction de la coordination fédérale-provinciale ad-  
ministre un programme spécial de diffusion de l'informa-  
tion à l'intention des dix provinces. Grâce à ce dispositif,  
des observations, commentaires et recherches émanant  
notamment de nos missions accréditées auprès du Marché  
commun et des États-Unis sont retransmis aux capitales  
provinciales. Ces informations sont surtout de nature éco-  
nomique et concernent autant les échanges commerciaux et  
l'énergie que l'environnement et les ressources naturelles.

Cette coopération s'exerce également à l'étranger entre  
les missions diplomatiques ou consulaires du Canada et les  
34 bureaux provinciaux installés aux États-Unis, en Améri-  
que latine, en Europe et en Asie. Pendant l'année, le  
gouvernement de l'Ontario a fermé trois bureaux en Eu-  
rope, et la Nouvelle-Écosse un bureau. Le Ministère est  
intervenu successivement auprès des gouvernements du  
Venezuela et du Mexique et a obtenu leur accord pour  
l'ouverture d'une délégation du Québec à Caracas et d'une  
délégation générale du Québec à Mexico.

Dans le domaine des institutions multilatérales, le Mi-  
nistère a continué à favoriser la participation des provinces  
aux sessions de l'Assemblée mondiale de la santé, de  
l'Organisation pour l'alimentation et l'agriculture, de l'Or-  
ganisation internationale du travail, de la Commission des  
droits de l'homme des Nations Unies, et de certaines  
rencontres sectorielles du Commonwealth et de l'OCDE.  
Six provinces ont participé aux travaux préparatoires de la  
Conférence des Nations Unies sur le droit de la mer et ont  
fourni des conseillers à la délégation canadienne.

Cette année encore, les provinces ont participé aux  
activités des deux sous-comités du Comité mixte de coopé-  
ration prévu par l'Accord-cadre entre le Canada et la  
Communauté économique européenne. La plupart des pro-  
vinces ont fait partie de groupes de travail mixtes créés par  
les sous-comités pour traiter de questions précises telles  
l'aéronautique, les télécommunications, les produits fores-  
tiers, les métaux et les minéraux.

Dans le même esprit, les réunions de la Commission  
économique conjointe Japon/Canada ont été précédées  
d'échanges d'opinions et d'informations entre le Ministère  
et les provinces intéressées. Enfin, le Ministère a entamé  
des discussions avec les provinces pour déterminer dans  
quelle mesure elles pourraient bénéficier du nouvel Accord  
de coopération commerciale et économique entre le Canada  
et le Marché commun des Caraïbes (CARICOM).



## PARTIE E

### FORMULATION DES POLITIQUES ET SYSTEMES DE GESTION

Le ministère des Affaires extérieures est une entreprise de dimensions considérables. Plusieurs organes sont essentiels à son bon fonctionnement, dont un service de protocole, des mécanismes de coordination, un réseau de communications et des entités pour gérer tout autant des biens immobiliers de par le monde que du personnel sans cesse en déplacement et un budget comptabilisé en plusieurs devises. Les pages suivantes décrivent ces rouages.



d'abord, les pays membres ont demandé que soit envisagée sans tarder la possibilité d'une plus grande coopération dans l'application des jugements de garde. Par ailleurs, le Canada a demandé que ce sujet soit inscrit à l'ordre du jour de la Quatorzième session de la Conférence de droit international privé de La Haye, qui doit se tenir du 6 au 25 octobre 1980; un projet de convention traitant de l'enlèvement international d'enfants sera présenté aux participants pour étude et adoption. Son principal objectif est d'assurer une coopération judiciaire pour obtenir un prompt retour de l'enfant enlevé illégalement.

ments sur le bien-être des enfants en cause et, dans la mesure du possible, a prêté son concours en vue de leur retour au Canada lorsque les tribunaux canadiens avaient déjà statué sur la garde. En partie à cause de la grande détresse des intéressés dans de tels conflits, le public s'est vivement intéressé au rôle du gouvernement fédéral et des provinces dans ce domaine. Huit des dix provinces ont adopté une loi type sur l'application réciproque des jugements de garde provinciaux depuis 1975. Au plan international, le Canada a pris une double initiative pour obtenir la coopération des autres pays. Au niveau du Commonwealth

une bonne partie des tâches qui lui incombaient en ce qui concerne ces réclamations. L'une des personnes ayant présenté une réclamation contre la Tchécoslovaquie a été mandé à la Cour fédérale du Canada d'examiner le rapport et les recommandations conformément à la Loi sur la Cour fédérale, et cet examen n'est pas encore terminé. On prévoit que les réclamations cubaines seront sous peu soumises à la Commission.

### Droit international privé

Dans le domaine du droit international privé, le Ministère offre divers services visant à faciliter les recours juridiques mettant en cause les juridictions étrangères et canadiennes sur la base de conventions ou de procédures convenues. Avec la mobilité croissante des individus, la coopération internationale englobe maintenant les prestations de sécurité sociale, les obligations alimentaires et jugements d'entretien et autres questions connexes. Comme nombre de ces questions relèvent de la compétence des provinces, le Ministère assure la liaison avec celles-ci afin d'arrêter et d'administrer les modalités réciproques nécessaires.

L'application du droit pénal est un autre domaine où s'exerce la collaboration entre États; dans ce domaine également, le Ministère assure la liaison nécessaire au Canada et à l'étranger. En février 1979, un nouveau traité d'extradition a été signé avec la France; on s'attend qu'il soit ratifié sous peu. Le 30 septembre 1979, un nouveau traité d'extradition entre le Canada et la République fédérale d'Allemagne a été ratifié et a pris force et effet. On s'attend à la signature, sous peu, d'un traité d'extradition avec les Pays-Bas. La négociation d'un nouveau traité d'extradition entre le Canada et l'Italie est presque terminée. En septembre, le Canada a proclamé la partie II de la Loi sur l'extradition comme ayant force et effet en ce qui concerne le Brésil, s'étant entendu avec ce pays en matière d'extradition. En novembre, des discussions ont eu lieu à Washington avec les autorités américaines concernant la possibilité de modifier le Traité canado-américain d'extradition ratifié en 1976, ainsi que celle de conclure un nouveau traité. Le nouveau projet de loi sur les criminels fugitifs, fondé sur le modèle préparé pour la Conférence des ministres de la Justice du Commonwealth en 1966, a été adopté par le Sénat en décembre 1978. Il a été présenté deux fois à la Chambre des communes en 1979, mais n'a pas été étudié. Il sera présenté à nouveau à la prochaine session du Parlement. Lorsque ce bill sera adopté, la législation canadienne sera conforme aux dispositions des traités d'extradition que le Canada a récemment conclus avec d'autres pays.

Le Bureau des affaires juridiques du Ministère s'est sérieusement penché sur les aspects internationaux d'un certain nombre de cas d'enlèvement d'enfants découlant d'un conflit entre la mère et le père au sujet de la garde de l'enfant; le nombre de ces cas augmente considérablement. Le Bureau a fait de son mieux pour obtenir des renseignements

renseignant sur les services consulaires disponibles et sur les conditions dans les régions troubles du monde, et en facilitant le transfert de fonds.

Afin de faciliter davantage et de normaliser la délivrance des passeports au Canada, le système informatisé de rédaction et de réexportation des passeports introduit à Ottawa en 1976 a été étendu à tous les bureaux régionaux en 1979.

Le Bureau des passeports d'Ottawa continue de mettre ses compétences et ses services (en matière de formation et de services de soutien notamment) à la disposition du personnel chargé de la délivrance des passeports dans nos missions à l'étranger. Des 725 938 passeports, certificats d'identité et titres de voyage des Nations Unies pour les réfugiés délivrés en 1979, 310 024 l'ont été à Ottawa, 372 654 par les bureaux régionaux et 43 260 dans les missions à l'étranger soit, dans ce dernier cas, un accroissement de 1,3 pour cent.

En 1979, 447 titres de voyage ont été délivrés en vertu de la Convention des Nations Unies sur le statut des réfugiés pour appuyer le programme des réfugiés du gouvernement canadien. En outre, nombre des 960 certificats d'identité délivrés à des immigrants qualifiés ont été remis à des personnes admises au Canada en vertu d'autres programmes d'aide humanitaire aux réfugiés.

Une annonce d'intérêt public télévisée sur la délivrance et l'utilisation du passeport canadien réalisée par le Ministère a été utilisée abondamment sur les réseaux francophones et anglophones.

### Commission des réclamations étrangères

Les demandes de citoyens canadiens qui désirent obtenir une aide pour présenter des réclamations touchant des gouvernements étrangers sont habituellement traitées individuellement par le Bureau des Affaires juridiques du ministère des Affaires extérieures. Toutefois, lorsque des changements majeurs modifient l'organisation politique d'un pays, entraînant la nationalisation ou la saisie de biens privés suscitent un grand nombre de réclamations, il est plus pratique de négocier un règlement global avec le pays en question. Cette procédure a été adoptée dans les cas de la Hongrie, de la Roumanie, de la Pologne et de la Tchécoslovaquie et un tel règlement est actuellement en négociation avec Cuba.

Lorsqu'un règlement global assorti d'une caisse a été négocié, toutes les réclamations sont soumises à un organisme indépendant—la Commission des réclamations étrangères—qui fait rapport et présente au secrétaire d'État aux Affaires extérieures et au ministre des Finances des recommandations concernant l'admissibilité à une indemnisation prélevée à même la Caisse, ainsi que les montants des indemnités. La Commission a terminé ses travaux en ce qui concerne les réclamations hongroises et roumaines et, en 1979, elle a présenté des rapports périodiques sur les réclamations polonaises et tchécoslovaques; elle a accompli



En 1978, le Parlement a adopté la Loi sur le transfertement des délinquants. Cette mesure permet au Canada d'assumer les obligations issues de traités concernant l'application de peines criminelles en vertu desquelles, sur une base de réciprocité, les citoyens canadiens condamnés à l'emprisonnement dans des pays étrangers seront autorisés à purger leur peine au Canada et à y résider pendant leur période de libération conditionnelle.

En 1979, le Canada et le Mexique ont échangé les instruments de ratification d'un traité sur l'exécution des sentences pénales. Un traité semblable lie déjà le Canada et les États-Unis. Entre octobre 1978 et décembre 1979, 66 Américains détenus dans des institutions canadiennes sont retournés aux États-Unis, et 45 Canadiens détenus dans des institutions pénales américaines—ainsi que 9 Canadiens incarcérés dans des institutions mexicaines—se sont vus accorder la permission de revenir au Canada. La France et la Bolivie ont signé avec le Canada des traités semblables, qui n'ont toutefois pas encore été ratifiés. Le Canada discute avec d'autres pays la possibilité de conclure de tels traités.

## Consuls honoraires

Avant les années 70, le Canada avait fort souvent recours aux services de consuls honoraires pour diriger certains de ses consulats à l'étranger. Les seules exceptions étaient le consulat honoraire de Portland, au Maine (fermé en 1963) et celui de Reykjavik, en Islande (établi il y a quelque 20 ans maintenant). En 1973, il fut décidé de nommer des consuls honoraires dans des endroits où il n'y avait aucun représentant canadien résident comme moyen économique de fournir un minimum d'aide et de services consulaires aux Canadiens. Vers la fin de 1979, des consulats honoraires avaient été établis à Malaga (Espagne), Acapulco et Guadalaajara (Mexique), Asuncion (Paraguay), Bombay (Inde), La Paz (Bolivie), Nassau (Bahamas), Santo Domingo (République dominicaine) et Saint-Pierre et Mi-quelon (France).

## Réfugiés

Étant donné le rôle de plus en plus important du Ministère dans les questions des droits de la personne et l'envergure que prend le problème des réfugiés, on a nommé en 1978 un conseiller spécial pour les réfugiés qui agit également à titre de représentant du Ministère auprès du Comité consultatif du statut des réfugiés. En 1979, le Comité a examiné 1 082 demandes de statut de réfugié au Canada, dont 362 ont été acceptées. Le conseiller spécial pour les réfugiés représente également le Ministère auprès d'un groupe consultatif interministériel responsable du traitement des demandes de parrainage de prisonniers politiques et de dissidents étran-

Pendant l'année, le Ministère a entamé des consultations consulaires avec plusieurs pays en vue de régler d'importantes questions ou de définir sur une base bilatérale les dispositions régissant les relations consulaires avec d'autres États, dont certains ne sont pas parties à la Convention multilatérale de Vienne sur les relations consulaires. De telles discussions bilatérales se sont tenues avec divers pays de l'Europe de l'Est et l'URSS conformément aux objectifs de la Déclaration d'Helsinki visant à faciliter le mouvement des personnes et les contacts entre celles-ci. En poursuivant la négociation de conventions et d'ententes consulaires, le Ministère s'efforce d'améliorer, sur une base de réciprocité, les conditions dans lesquelles il faut assurer la protection des intérêts et des citoyens canadiens à l'étranger.

## Programme de sensibilisation

Plus de 100 membres de l'industrie des voyages et de l'information touristique de toutes les parties du Canada se sont retrouvés à Ottawa en mars pour un séminaire d'une journée organisé par le Ministère sur les services consulaires et le voyageur. Ce premier séminaire préparé exclusivement pour l'industrie canadienne des voyages a permis de vastes échanges d'informations sur les services offerts au voyageur canadien. Quelque 700 000 exemplaires de l'édition de 1979 de «Bon Voyage, mais...» ont été distribués. Des représentants du Ministère ont donné des exposés, accordé des entrevues sur demande et prodigué des conseils; en outre, des renseignements pratiques ont été fournis au moyen de courtes annonces radiodiffusées. Une annonce d'intérêt public télévisée sur les affaires consulaires préparée par le Ministère a été abondamment utilisée par les réseaux francophones et anglophones. À la fin de l'année, on procédait à la réalisation d'un nouveau film sur l'assistance consulaire aux Canadiens.

## Services de passeports

Après avoir suivi une courbe ascendante jusqu'en 1978, la demande globale annuelle de services de passeports a diminué en 1979. Ceci est peut-être dû au coût élevé des déplacements à l'étranger ainsi qu'au programme gouvernemental destiné à encourager les Canadiens à prendre leurs vacances au Canada.

Conformément à son mandat qui est de fournir aux Canadiens un service de passeports prompt et efficace, le Bureau des passeports a ouvert en 1979 cinq nouveaux bureaux régionaux (Calgary, Hamilton, Québec, Saskatoon et St-John's), portant à 12 le nombre des bureaux régionaux des passeports. Si leur rôle premier est de délivrer des passeports aux Canadiens qui désirent se rendre à l'étranger, ces bureaux appuient également dans leur région le programme de services consulaires; ils aident les parents de Canadiens en difficulté à l'étranger en leur présentant des rapports sur leur situation et leurs allées et venues, en fournissant des services de passeports d'urgence, en les



## PROTECTION DES CANADIENS À L'ÉTRANGER

## Assistance consulaire

Les données pour 1979 révèlent que plus de 580 000 services consulaires ont été rendus à des Canadiens à l'étranger par le personnel de 117 missions consulaires et diplomatiques, ce qui représente quelque 40 000 services de plus que l'an dernier.

À Ottawa, le Bureau des services consulaires coordonne et appuie l'activité consulaire de ces missions en offrant une large gamme de services aux Canadiens qui vivent ou voyagent à l'étranger. Ses fonctions sont les suivantes: rassembler et analyser les rapports et statistiques consulaires; élaborer la politique consulaire; négocier des conventions consulaires ou des ententes et des accords en matière de services consulaires et de nationalité; administrer les programmes de formation consulaire et d'évaluation; suivre de près les développements législatifs pertinents; faire la liaison avec les autres ministères fédéraux et l'industrie canadienne des voyages; et fournir aux Canadiens qui désirent voyager ou résider à l'extérieur du Canada des conseils officiels sur les services consulaires qui leur sont offerts.

En 1979, la grande majorité des 580 194 services consulaires rendus par les missions canadiennes ont porté sur des cas relativement simples. Ces services comprennent notamment l'offre d'informations et de conseils sur les conditions locales, la délivrance de passeports, l'étude préliminaire des demandes de citoyenneté, la prestation de services notariaux et la facilitation des contacts entre Canadiens et autorités locales.

Quelque 5 200 cas d'assistance ont toutefois concerné des problèmes beaucoup plus graves. Près de 2 650 personnes se sont trouvées en difficulté financière pour cause de vol, de perte, d'annulation d'arrangements, de coûts imprévus à l'étranger ou d'autres circonstances inhabituelles. Les missions ont aidé ces personnes à se procurer des fonds et, au besoin, leur ont consenti des avances remboursables en attendant l'arrivée de fonds personnels. Dans 387 cas d'indigence financière, les parents ou amis n'ont pu prêter leur assistance et on a autorisé le rapatriement de l'intéressé au Canada. Un total de 785 Canadiens étaient détenus dans des stations de police ou des prisons étrangères en 1979, certains purgeant des peines imposées les années précédentes; de ce nombre, 238 ont été incarcérés pour trafic ou possession de stupéfiants; les autres ont été accusés de crimes allant du vol à l'étalage au meurtre. L'assistance a

consisté à aider le détenu à trouver un avocat, à établir ou à maintenir le contact avec les parents, à visiter les détenus et à s'assurer que leurs droits humains et légaux étaient respectés par les autorités locales. Dans certains pays où les conditions de détention n'étaient pas adéquates, les consuls ont aidé les détenus à se procurer des denrées alimentaires et des médicaments. En 1979, 594 Canadiens hospitalisés à l'étranger ont nécessité une forme quelconque d'assistance consulaire qui a pu aller de l'évacuation pour raisons médicales à la simple visite amicale. Une assistance et des services spéciaux ont été fournis aux familles dans 426 cas de décès à l'étranger.

La plus importante opération d'évacuation jamais entreprise dans l'histoire consulaire canadienne a commencé à la fin de décembre 1978 et s'est terminée au début de 1979. Entre le 3 et le 5 janvier, 299 Canadiens et 165 citoyens d'autres pays ont été évacués d'Iran sur des appareils des Forces armées canadiennes. Au début de février, à la suite d'un dernier avertissement enjoignant aux Canadiens de quitter l'Iran, 33 Canadiens et 25 ressortissants étrangers ont été évacués sur des appareils des Forces canadiennes vers Ankara, en Turquie. En juin, des plans d'urgence pour la protection des Canadiens au Nicaragua ont été mis en application. Ainsi, 20 Canadiens se trouvant dans Managua ravagée par la guerre ont été évacués sur Panama. D'autres Canadiens résidant dans la région côtière et dont la sécurité était menacée ont pu obtenir une place sur des navires marchands.

Dans le contexte des objectifs de la déclaration d'Hel-sinki («Acte final») de la Conférence sur la sécurité et la coopération en Europe (CSCE) visant les «contacts entre les personnes», le Bureau des services consulaires a de nouveau participé à une série de démarches officielles faites auprès des gouvernements de la Tchécoslovaquie, de la Hongrie, de la Pologne, de la Roumanie et de l'URSS au nom de Canadiens séparés de membres de leur famille en Europe de l'Est. Un nombre considérable de cas de réunion en suspens a été réglé. Des démarches similaires—toutefois hors du cadre de l'Acte final—faites auprès du gouvernement cubain ont eu des résultats positifs. Cette année encore, le Bureau a enregistré un accroissement de ses activités de coordination de l'instruction des demandes de visas présentées par des non-immigrants et, notamment, par des personnes travaillant dans le secteur commercial et technique et des visiteurs privés de certains pays désignés.



## PARTIE D

# PROTECTION DES CANADIENS À L'ÉTRANGER

Les Canadiens à l'étranger peuvent rencontrer toutes sortes de difficultés à caractère international. Ils ont alors besoin d'une aide particulière, que le ministère des Affaires extérieures peut fournir par ses services consulaires et ses services des passeports entre autres.





accorder un siège au Comité des règlements et de la

publicité du Bureau.

## Service de presse

Le Service de presse a pour mandat d'expliquer aux médias les orientations de la politique étrangère du Canada et de procurer au secrétaire d'Etat aux Affaires extérieures tous les services qu'il requiert en vue de ses rapports avec la

presse.

Le directeur du Service de presse est également le porte-parole officiel du ministère. Ce dernier répond aux questions des journalistes; organise des séances d'information sur divers sujets; fait des déclarations verbales ou écrites afin de préciser la politique étrangère du gouvernement; met sur pied des conférences de presse et interviewe pour le ministre à Ottawa ou à l'étranger.

Le Service de presse facilite le travail des journalistes canadiens effectuant un reportage à l'étranger en planifiant leur visite s'ils le demandent et en s'assurant que les missions canadiennes leur procureront toute l'assistance voulue, y compris celle de les informer de la situation politique, économique et sociale du pays visité, s'il y a lieu.

Le Service de presse a un rôle à jouer lorsque le Premier ministre ou le secrétaire d'Etat aux Affaires extérieures voyage à titre officiel à l'étranger, accompagné de journalistes canadiens. Outre une séance d'information expliquant les objectifs de la visite, un cahier de presse est ordinairement distribué, fournissant les principales données économiques et politiques requises pour les reportages des journaux. Le Service a agi de la sorte lors des visites, en 1979, du Premier ministre Clark à Tokyo, pour le Sommet économique, et en Afrique (Cameroun, Zambie, Tanzanie et Kenya), à l'occasion de la réunion des chefs de gouver-

nement du Commonwealth; il en a été de même lors de la participation du secrétaire d'Etat aux Affaires extérieures, Flora MacDonald, à la rencontre du Conseil de l'OCCDE à Paris, à la Conférence spéciale sur les réfugiés de l'Asie du sud-est tenue à Genève, à la Trente-quatrième session de l'Assemblée générale des Nations Unies à New York, et lors de la visite officielle du ministre en France et auprès du Conseil de l'OTAN à Bruxelles.

Lors de visites officielles effectuées au Canada par des personnes étrangères, le Service de presse organise un programme d'activités—ouverture d'événements spéciaux, séances d'information, rencontres et interviews—pour les journalistes qui accompagnent le ou les visiteurs. S'il y a lieu, le Service voit à l'accréditation des journalistes étrangers et canadiens. En 1979, le Service a agencé des programmes semblables à l'occasion de la visite du Premier ministre de la France et du ministre des Affaires étrangères de Corée.

Le Service de presse publie tous les communiqués émis au nom du ministère ou du secrétaire d'Etat aux Affaires extérieures, ainsi que les discours et déclarations officiels de ce dernier. Enfin, par la transmission télégraphique quotidienne de la presse canadienne écrite et électronique, le Service apporte un complément important à la somme d'information que ces missions doivent recevoir du ministre pour accomplir leur travail.

Le Service de presse apporte son concours aux correspondants étrangers couvrant régulièrement la scène canadienne et qui résident soit au Canada soit aux Etats-Unis. Le Service est en liaison constante avec ces correspondants—au nombre de 40—et facilite, de différentes façons, leur travail de couverture de la scène canadienne.

agents auprès de 30 universités et organisations connexes en vue d'y donner ou d'y organiser quelque 250 conférences ou séminaires. Ce programme est destiné à donner aux professeurs et aux étudiants des universités canadiennes la possibilité d'engager un dialogue soutenu sur les relations étrangères du Canada. En outre, deux agents du Ministère ont été détachés aux universités Laval et Victoria à titre de spécialistes de la politique étrangère du Canada pour contribuer à l'enseignement de ce sujet.

### Affaires historiques

Le domaine des affaires historiques revêt de l'importance pour les milieux universitaires ainsi que pour les chercheurs et les écrivains qui s'intéressent aux relations étrangères du Canada. La Direction des affaires historiques du Ministère leur facilite l'accès aux archives en plus de faire elle-même des recherches et de publier des travaux. En 1979, elle a poursuivi la rédaction du volume 9 des *Documents relatifs aux relations extérieures* (qui traite de la période 1942-43) et du volume 2 des *Documents relatifs aux relations entre le Canada et Terre-Neuve*, et la rédaction d'un ouvrage relatant l'histoire du Ministère, qui doit paraître en 1984. Des entrevues ont été menées auprès d'anciens fonctionnaires supérieurs, en partie dans le cadre de la rédaction d'un ouvrage sur N.-A. Robertson, un ancien sous-secrétaire des Affaires extérieures. Plusieurs membres de la Direction ont publié des articles et ont été invités par des universités à donner des conférences. La Direction a aussi accordé à plus d'une centaine de professeurs et d'étudiants préparant leur doctorat un accès conditionnel à ses dossiers et elle a répondu, de vive voix ou par écrit, à plus d'une centaine de demandes de renseignements par mois.

### Expositions universelles

Suite à la décision du Bureau international des expositions de faire des Florales internationales de Montréal de 1980 une exposition internationale spéciale, la Direction des expositions universelles a prêté main forte aux organisateurs de l'événement. Les Florales, première exposition du genre à avoir lieu en Amérique du Nord, ont été organisées par la province de Québec et la Ville de Montréal avec le concours d'une vingtaine de pays; la participation du gouvernement fédéral a été organisée en collaboration avec le ministère de l'Agriculture et les associations horticoles canadiennes.

Vers la fin de 1979, le Bureau international des expositions a accepté d'entreprendre en 1980 une pré-enquête au sujet de la tenue à Vancouver, en 1986, de TRANSPO, exposition internationale sur les transports. En janvier 1979, le gouvernement des États-Unis a invité le Canada à participer à *Energy Expo 82*, à Knoxville. L'appui canadien à cette exposition a fait l'objet de discussions interministérielles et fédérales-provinciales. Un Canadien, M. Patrick Reid, a été réélu Président du Bureau international des expositions pour deux ans. Le Canada s'est également vu

en italien; et *Canada-Report/Rapport-Canada*, publié en anglais et en français par la Mission du Canada près des Communautés européennes à Bruxelles.

La Section des publications de l'Administration centrale a produit plusieurs brochures, affiches et feuilles documentaires. De nombreuses publications et une série d'affiches ont été traduites en langues étrangères. Une brochure de statistiques-clés a été publiée et distribuée aux auditoires prioritaires à travers le monde. Sous le titre *The Canadian Experience*, on a lancé une série de brochures traitant, entre autres, de: *Food for the World*, *Nuclear Power* et *Communications Satellites*.

Enfin, la Section des publications a produit une brochure spéciale trilingue (anglais, français, néerlandais) commémorant la trente-cinquième anniversaire de la libération des Pays-Bas par les Forces armées canadiennes, pour distribution à l'occasion des nombreuses cérémonies qui marqueront cet anniversaire aux Pays-Bas en 1980.

### Programmes d'information au Canada

Il existe au Ministère une unité d'information et de documentation sur la politique étrangère du Canada et sur les relations internationales. Cette unité—désignée sous le nom de Direction des programmes d'information au Canada—est au service du grand public, des écoles et des groupes d'intérêts spéciaux. Sa première tâche est de répondre aux demandes de renseignements écrites et téléphoniques du public canadien au moyen de documents ou de lettres circonstanciées.

Cette direction a réalisé les projets suivants en 1979: un programme de visites sous l'égide duquel des députés, des journalistes, des enseignants du secteur secondaire et universitaires, et des élus municipaux se sont rendus aux sièges de l'Organisation du Traité de l'Atlantique Nord et de la Communauté économique européenne, à Bruxelles, au Parlement de l'Europe à Strasbourg et à la Base des Forces armées canadiennes de Lahr (Allemagne) afin de mieux connaître et comprendre les liens multilatéraux du Canada; un modeste programme de publications; l'enregistrement sur cassette d'exposés de politique étrangère destinés aux écoles secondaires; une série de mini-documentaires sur la politique étrangère et les relations internationales pour la radio; deux messages d'intérêt public télévisés sur les services consulaires et des passeports; une pochette d'information sur le Jour du Commonwealth; et un programme sous l'égide duquel quelques uns des ambassadeurs du Canada peuvent entreprendre des tournées de conférences publiques et participer à des émissions radiophoniques et télévisées d'affaires publiques au Canada. La Direction a organisé un grand nombre de conférences avec projection de films à l'intention de groupes d'étudiants et d'adultes.

### Relations avec les universités

En 1979, dans le cadre de ses relations avec les universités au Canada, le Ministère a dépêché environ 75 de ses



## Chapitre 2 : PROGRAMMES D'INFORMATION ET SERVICE DE PRESSE

## Programmes d'information à l'étranger

Les programmes d'information à l'étranger sont conçus et réalisés dans le but premier d'appuyer par tous les moyens de communication appropriés les nombreux objectifs des missions canadiennes en matière de promotion des intérêts politiques, culturels, scientifiques, économiques et commerciaux du Canada, de ses objectifs en matière de sécurité et d'immigration, etc. Par le biais de publications, de films, d'émissions de télévision, d'expositions, de voyages d'études et de conférences, les missions cherchent à projeter à l'étranger l'image d'un pays politiquement dynamique, urbain, industriel et économiquement puissant.

Chaque des missions canadiennes cherche à promouvoir une connaissance plus exacte du Canada dans ses contacts avec le grand public et ses rapports avec les médias locaux. Ceci étant, les programmes et les projets d'envergure sont concentrés là où opèrent les grands centres de presse, c'est-à-dire à New York, Paris, Londres, Washington, Bonn et Tokyo.

Tout en s'adressant avec plus ou moins d'intensité au grand public, les programmes d'information à l'étranger visent surtout les auditoires privilégiés que sont les fonctionnaires d'opinions et les médias. Les services d'information diffusent ponctuellement, soit directement, soit par l'entremise des services de presse des missions, communiqués, textes de discours, articles de journaux, photos et dossiers documentaires sur des sujets d'actualité ou suscitant un intérêt soutenu. En plus de recueillir un matériel important provenant d'autres sources gouvernementales, ou de sources universitaires ou privées, le service d'information réalise lui-même de nombreux projets de recherches et de rédaction.

Un programme de visites le plus souvent financé entièrement par le gouvernement canadien permet aux fonctionnaires d'opinions étrangers de faire des voyages d'études au Canada dans le but d'acquérir une connaissance générale de l'ensemble du pays ou d'approfondir tel ou tel domaine de connaissances. En 1979, les visiteurs inscrits à ce programme étaient à 80 pour cent des journalistes; les autres appartenaient au monde législatif, industriel, économique, syndical, scientifique ou universitaire.

La couverture accordée par la presse étrangère aux élections fédérales de mai 1979 et le fait que l'on a actuellement une meilleure connaissance du Canada à l'étranger sont autant d'éléments en faveur de ce travail de longue haleine auprès des médias.

Les services d'information ont continué, en 1979, de développer leurs ressources audio-visuelles. Ils ont acquis 200 titres de sources publiques et privées—soit plus de 1 800 copies de films—pour les cinémathèques des missions. Vingt-quatre de ces films ont été doublés en langues étrangères. Au chapitre de la production, on a réalisé en collaboration avec l'Office national du film un film sur le Canada spécialement conçu pour le public américain, ainsi qu'un film à caractère général sur le Canada destiné à un auditoire mondial. Les films ont été distribués par les missions dans 80 pays, et vus par près de vingt millions de personnes.

Le Ministère utilise de plus en plus les vidéo-cassettes comme moyen d'information de haute efficacité. Les services d'information ont fourni aux principales missions, sur une base ponctuelle, de nombreuses émissions d'affaires publiques permettant aux agents d'information en poste à la fois de se tenir au courant de l'actualité et de présenter à leurs interlocuteurs étrangers la réalité canadienne de façon complète et vivante.

La Section des photos a contribué à la réalisation de quelques expositions et à des publications du Ministère; elle a aussi monté un jeu de diapositives sur le thème « l'Année de l'enfant » et entrepris le rassemblement d'une série de diapositives originales sur les villes du Canada, faisant ressortir l'aspect urbain et moderne du pays.

Les services d'information ont réalisé un nombre de projets pouvant servir de points de départ à des manifestations plus vastes ou constituer tels quels des outils d'information. C'est ainsi qu'on a utilisé surtout des expositions aux fins de la participation canadienne au *Bundestag* à Bonn et au *Texas State Fair* à Dallas, et de la commémoration à Tokyo du cinquantième anniversaire de l'établissement des relations diplomatiques entre le Canada et le Japon. En outre, on a créé une exposition ambulante sur un thème d'actualité d'importance primordiale, intitulée *L'énergie: l'expérience canadienne*. On a également fait circuler une exposition de diapositives et trois expositions de photographies d'art portant sur le Canada en général.

Depuis plusieurs années, certaines de nos missions les plus importantes publient un périodique dans la langue du pays d'accréditation; il s'agit de publications spécialement adaptées aux intérêts et aux goûts des auditoires étrangers. Trois nouveaux titres s'y sont ajoutés en 1979: *Le Canada et l'Afrique*, publié à Dakar pour diffusion à travers l'Afrique francophone; *Canada Contemporain*, publié à Rome



agissant pour le compte du Ministère, a dans la plupart des cas apporté son aide dans le recrutement des candidats.

## Études canadiennes à l'étranger

La promotion des études canadiennes (enseignement, recherche et publication), limitée pour des raisons de ressources à certains pays (États-Unis, France, Grande-Bretagne, Allemagne, Japon, Italie et Belgique) est devenue le fer de lance du programme prioritaire adopté par le Canada en matière de relations avec les universités. Ce programme vise à susciter et à entretenir un intérêt particulier pour le Canada parmi les personnes influentes à l'étranger. Le programme comporte divers volets: possibilité d'acquérir une formation supplémentaire pour les universitaires envisageant de donner des cours nouveaux ou plus approfondis sur le Canada; appui limité à des conférences et des séminaires sur le Canada, organisés par des universités étrangères ou des organisations apparentées; appui restreint aux universitaires canadiens invités par les universités des pays de concentration à donner, dans le cadre de leurs activités d'études canadiennes, des conférences ou des cours sur le Canada; appui limité aux associations étrangères d'études canadiennes (aux États-Unis, en Grande-Bretagne, en France, au Japon et en Italie); aide aux bibliothèques étrangères en vue de les aider à se procurer des livres, bulletins et périodiques des sociétés savantes et autre matériel didactique pour l'enseignement et la recherche sur le Canada; et enfin, appui restreint aux universités étrangères voulant créer un matériel didactique sur le Canada destiné aux établissements d'enseignement de leur pays (surtout aux États-Unis et en Grande-Bretagne).

En 1979, dans les pays de concentration, environ 420 universités ont offert à près de 20 000 étudiants des cours portant entièrement ou partiellement sur le Canada. On a évalué à plus de 2 800 le nombre de professeurs dont l'enseignement ou les recherches étaient d'une façon ou d'une autre liés à la connaissance du Canada. La première

## Echanges universitaires

Dans la mesure du possible, le Ministère s'est efforcé de continuer à encourager les échanges universitaires s'inscrivant dans le cadre de contacts inter-universitaires directs. Il a aussi fourni une aide aux programmes d'échanges avec la Chine et l'URSS, conformément aux accords avec ces pays. Dans le cas de la Chine, les échanges ont touché vingt-cinq étudiants de part et d'autre ainsi que six professeurs canadiens enseignant l'anglais ou le français comme langue seconde; (chacun de ces professeurs a séjourné en Chine durant trois mois). Le programme avec l'URSS, renégocié en novembre, prévoyait l'échange de cinq chercheurs et de douze étudiants aux niveaux supérieur et postdoctoral. Comme par les années passées, on a procédé à un échange de chercheurs avec la France.

## Conférences internationales et rencontres sur l'éducation

Le Ministère, en collaboration avec les autres ministères et le Conseil des Ministres de l'Éducation, a continué de promouvoir la participation canadienne aux conférences internationales et aux rencontres portant sur l'éducation convoquées sous les auspices de l'OCDE, de l'Unesco et du Commonwealth.



entrepris en vue de l'ouverture d'un bureau semblable à Lake Placid (New York), site des Olympiques d'hiver, et de l'appui à apporter à la délégation devant se rendre aux Olympiques d'été, à Moscou. Toutefois, l'invasion de l'Afghanistan par l'URSS à la fin décembre a provoqué la remise en question de l'avenir des relations sportives entre le Canada et l'URSS.

## UNESCO

Le rôle et la place du Canada auprès de l'UNESCO suppose de plus en plus la poursuite, de concert avec les organismes canadiens publics et privés, d'objectifs visant le développement intégré de la personne et tenant compte de l'évolution des valeurs.

En 1979, le Canada a organisé au Secrétariat de l'Unesco, à Paris, des journées culturelles auxquelles huit provinces ont participé et qui ont eu un grand succès. Une réunion d'experts convoquée par l'Unesco et consacrée à l'examen philosophique des problèmes de l'étude des cultures, a eu lieu à Ottawa en septembre. Le parc national de Nahanni (Territoires du Nord-Ouest), inscrit sur la Liste du patrimoine mondial de l'Unesco en 1978, fut inauguré officiellement ce même mois en présence de hautes personnalités. En outre, le parc national de Klouane (Yukon) et le parc provincial de Dinosaure (Alberta) ont été inscrits en 1979 sur la Liste du patrimoine mondial. Le domaine Gault, situé au Mont St-Hilaire au Québec, et le parc national de Waterton Lakes en Alberta, ont été désignés réserves de biosphère. Par ailleurs, le pavillon que l'Unesco avait ouvert en 1978 à Terre des Hommes, à Montréal, a poursuivi ses activités au cours de l'été 1979. M. Napoléon LeBlanc, élu en 1978 Président de la Conférence générale, est membre d'office du Conseil exécutif jusqu'à la prochaine Conférence en 1980.

Le Ministère veille, d'une part, à ce que les nombreux ministères fédéraux et provinciaux, ainsi que les agences gouvernementales et privées, soient tenus au courant des sujets débats qui les intéressent et, de l'autre, à ce que l'Unesco profite pleinement de ce que le Canada peut lui apporter.

## Bourses

Le Ministère a offert en 1979, dans le cadre du Programme de bourses du Gouvernement du Canada, 150 bourses de perfectionnement et de travail libre aux niveaux supérieur et postdoctoral. Les boursiers sont originaires de la Belgique, du Brésil, du Danemark, de la Finlande, de la France, de la République fédérale d'Allemagne, de la Hongrie, de l'Italie, du Japon, du Mexique, des Pays-Bas, de la Norvège, de la Pologne, du Portugal, de l'Espagne, de la Suède, de la Suisse et de la Yougoslavie. Ce programme a été administré, pour le compte du Ministère, par le Conseil de recherches en sciences humaines. Un nombre à peu près égal de bourses a été offert à des Canadiens par ces pays. L'Association des Universités et Collèges du Canada,

à circulé en Allemagne et aux Pays-Bas en 1979. L'exposition de l'importante collection de gravures réunie par le Musée de l'Homme sous le titre *L'estampe inutile* *Retrospective* a poursuivi son périple en France. D'autres initiatives ont vu le jour en ce qui concerne les arts plastiques. Le Ministère a aidé plusieurs artistes et galeries privées à participer à la Quadriennale de Prague et à la Foire internationale de Bâle; des collections appartenant à l'Edmonton Art Gallery (*Certain Traditions*), à Factory FF (20 *X 20 Italia/Canada*) et à la Nova Gallery (*Three Canadian Photographers*) ont été présentées respectivement en Grande-Bretagne, en Italie et aux États-Unis. En outre, des critiques et journalistes d'art étrangers sont venus au Canada sous les auspices du Ministère. De plus, les collections permanentes de lithographies du Ministère, qui avaient déjà circulé en Europe et en Afrique, ont été envoyées en Australie, au Japon, au Mexique et aux États-Unis.

Dans le domaine littéraire, des tournées ont été organisées en Europe en collaboration avec la *Guild of Canadian Playwrights* et la *Canadian Writers Union* pour les écrivains anglophones David Fennario, Ken Cass, Ken Mitchell, Rick Salutin, Margaret Atwood, Graham Gibson et de concert avec l'Union des écrivains québécois, pour les écrivains francophones Pierre Morency, Michel Beaulieu et Nicole Deschamps. Par ailleurs, le Ministère a financé la participation d'écrivains étrangers à la Rencontre internationale des écrivains québécois à Montréal et à la Conférence du *Guild of Canadian Playwrights* à St-Jean (Terre-Neuve), ainsi que des écrivains canadiens qui se sont rendus à des réunions et rencontres à l'étranger. Il a aussi subventionné la présence de représentants d'associations canadiennes d'éditeurs à la Foire du Livre de Bruxelles, à l'*American Bookellers' Association Congress* et à l'*American Library Association Congress*.

Hubert Juin fut choisi le lauréat belge du Prix littéraire Canada/Belgique pour les oeuvres en langue française, tandis que le lauréat canadien du Prix Canada/Australie, réservé aux oeuvres en langue anglaise, n'a pas encore été choisi. Il s'agit des deux prix littéraires patronnés par le Ministère et attribués en alternance. Comme chaque année, le Ministère a fait don de livres canadiens à certaines bibliothèques étrangères désireuses de s'enrichir d'une section consacrée aux auteurs canadiens ou de compléter celle qu'elles possèdent déjà.

## Sports

En 1979, les programmes d'échanges sportifs entre le Canada d'une part et l'URSS, la Pologne, la Hongrie, Cuba et la Chine d'autre part ont reflété beaucoup de dynamisme. Des négociations ont été entreprises en vue du maintien de ces échanges en 1980.

Les athlètes canadiens ont participé aux Jeux panaméricains, à San Juan de Porto Rico, où le Ministère avait ouvert, pour la circonstance, un Bureau de liaison afin de secondar la délégation canadienne. Des préparatifs ont été

## Chapitre 1 : RELATIONS CULTURELLES INTERNATIONALES

## Accords culturels

Les relations culturelles du Canada avec la Belgique, la France, le Japon, le Mexique et la République fédérale d'Allemagne sont régies par des accords culturels et les relations avec l'URSS par un accord général sur les échanges, alors que les échanges culturels avec la Grande-Bretagne et les Pays-Bas se négocient à l'occasion de rencontres consultatives périodiques, et que ceux avec les autres pays se font en vertu de programmes. Dans le cadre des accords avec la France et la Belgique, la neuvième session de la Commission mixte Canada-France a eu lieu en juin et la cinquième session de la Commission mixte Canada-Belgique en septembre. Par ailleurs, l'accord général sur les échanges avec l'URSS a été renégocié en novembre.

## Échanges artistiques et promotion culturelle

En 1979, le nombre d'artistes professionnels ayant reçu des subventions pour leurs tournées à l'étranger a été de beaucoup supérieur à ce qu'il a été les années précédentes. Toutefois, le budget étant demeuré le même qu'en 1978, les sommes attribuées ont dû être réduites et les bénéficiaires ont été encouragés à diversifier leurs sources de financement. On notera que ces artistes viennent de toutes les régions du Canada et que l'octroi des subventions est assujéti aux recommandations d'un Comité consultatif. Il importe de souligner, en outre, que les centres culturels de Paris et de Bruxelles ont maintenu leur rythme d'activités, alors que ceux de Londres et de New York ont accru le leur. En plus d'un nombre impressionnant de tournées et de spectacles réalisés sur une base strictement commerciale, 82 subventions ont pu être accordées à des groupes ou des artistes de la scène (théâtre, musique et danse) grâce aux dispositions mentionnées au paragraphe précédent; en 1978, leur nombre n'avait été que de 42. Si l'Europe est toujours l'un des continents les plus recherchés, notons que les États-Unis représentent un marché essentiel bien qu'il soit difficile d'y pénétrer. Il y a eu deux tournées en URSS ainsi que des tournées importantes au Japon pour marquer le cinquantième anniversaire de nos relations avec ce pays.

Pour ce qui est du théâtre canadien, l'événement marquant en Europe aura sûrement été la tournée de la Compagnie des Deux Chaises avec ses 61 représentations de *À toi pour toujours*, la Marie-Lou de Michel Tremblay. En trois mois, cette compagnie s'est produite en France, en Belgique, en Suisse et en Grande-Bretagne. Par ailleurs, il n'est

pas d'opéra d'intérêt de souligner que des groupes de toutes les provinces représentant dans la même proportion le monde théâtral et le monde musical, ont reçu un appui officiel. Plusieurs tournées musicales ont eu lieu en Europe et aux États-Unis, ainsi qu'en URSS et au Japon. Le Ministère a maintenu son appui à l'Orchestre mondial des Jeunesses musicales, contribuant ainsi au rapprochement et à la compréhension entre les jeunes musiciens de 24 pays.

Le chef d'orchestre Victor Feldbrill (Toronto) a séjourné trois mois au Japon, dirigeant plusieurs des meilleurs orchestres du pays, en particulier le *Tokyo University of the Arts Professional Symphony Orchestra* dans son interprétation de l'oeuvre *Lyrics for Orchestra*, du compositeur Harry Somers de Toronto, présent pour l'occasion.

Des événements majeurs pour nos danseurs et nos compagnies de danse se sont déroulés au cours de l'année. Le *National Ballet* (Toronto) a donné une semaine de représentations au *Royal Opera House* de Londres tandis que les Grands Ballets Canadiens (Montréal) ont effectué une tournée des festivals européens. Pour sa part, le *Danny Grossmann Dance Company* (Toronto) a pris part au *Dance Umbrella* de Londres puis a effectué une tournée de 13 spectacles en Grande-Bretagne et participé au Festival de la danse de Los Angeles (États-Unis). Le *Royal Winnipeg Ballet* (Winnipeg) s'est produit au festival de Birmingham en Alabama. En outre, les danseurs Karen Kain et Frank Augustyn (Toronto) ont séjourné deux semaines en Chine suivies de quelques jours à Tokyo. Également dans le cadre des échanges avec la Chine, le Ministère a collaboré avec l'Office des Tournées à l'organisation de la tournée au Canada de l'Opéra de Pékin.

Pour ce qui est des arts visuels, le Ministère a coordonné, en collaboration avec d'autres organismes gouvernementaux (entre autres, le Bureau des Festivals du Secrétariat d'État et l'ONF), la participation du Canada à divers festivals cinématographiques, notamment: Moscou, Cannes, Venise, Berlin, Cracovie (Pologne), Sao Paulo (Brésil), Espenba (Portugal), Prague, Salerno (Italie), Annecy (France). Une équipe de l'ONF s'est rendue en Chine pour y tourner un documentaire. Notre Ambassade a facilité les contacts sur place. En outre, une rétrospective du cinéma canadien, faite par les Archives publiques, a été présentée en Italie et en Espagne.

L'exposition d'oeuvres de Michael Snow, organisée par la Galerie nationale et présentée à l'origine à Paris en 1978,





## PARTIE C

### LE CULTUREL ET L'INFORMATION AU SERVICE DES RELATIONS INTERNATIONALES

La façon dont le Canada est perçu à l'étranger importe dans l'exercice de nos relations internationales. Le ministère des Affaires extérieures fait donc en sorte que les milieux influents et autres chez nos principaux partenaires dans le monde soient renseignés sur le Canada et ses valeurs. Au Canada, le Ministère vise une connaissance accrue de notre politique étrangère et de nos relations internationales en communiquant de façon constante avec les médias, les organisations non-gouvernementales et divers publics.



desh a dû faire appel à une aide internationale d'urgence à laquelle le Canada a souscrit.

Le Canada a poursuivi un dialogue productif avec Sri Lanka, pays qui poursuit une politique étrangère modérée et qui est un membre important du Mouvement des non-alignés. En automne dernier, le gouvernement canadien a annoncé l'affectation de 83 millions de dollars au projet hydro-électrique d'irrigation du bassin du Madury Oya; cette contribution constituera le plus important projet d'aide canadienne au développement. Le ministre des Affaires étrangères de Sri Lanka a effectué une brève visite à Ottawa en septembre.

Les programmes pour l'Inde, le Pakistan et le Bangladesh restent les plus importants programmes d'aide canadienne au développement, même en cette période de restrictions budgétaires. Cette concentration de l'aide témoigne du fait que l'on reconnaît depuis longtemps que plus d'un demi-milliard des habitants les plus démunis de la planète vivent dans la région du sous-continent.

de souligner sa préoccupation à l'égard des questions de non-prolifération nucléaire compte tenu des rapports persistants voulant que le Pakistan soit en train d'acquiescer une capacité nucléaire indépendante.

Tout au cours de l'année, l'Inde a été préoccupée par les élections nationales et des problèmes économiques persistants. Le gouvernement du premier ministre Desai, en poste depuis deux ans, a cédé la place à un gouvernement de gestion dirigé par Charan Singh, lequel a été à son tour défait aux élections par le nouveau Parti du Congrès d'Indira Gandhi. Les consultations entre l'Inde et le Canada se sont poursuivies sur une vaste gamme de questions. L'Inde est restée le quatrième débouché commercial du Canada en Asie, absorbant plus de 250 millions de dollars en produits canadiens et exportant au Canada des produits d'une valeur d'environ 70 millions de dollars, surtout des textiles. En 1979, les problèmes dus à une pénurie chronique ont été exacerbés par la pire sécheresse du siècle. Si l'Inde a pu surmonter cette catastrophe naturelle grâce aux excédents provenant de ses récoltes précédentes, le Bangla-



Nombre de ces réfugiés viennent de camps situés dans les pays de l'ANASE qui leur ont accordé le premier asile. Le Canada a également annoncé le versement de 15 millions de dollars à des organismes internationaux venant au secours des Kampuchéens qui se trouvent au Kampuchea ou en Thaïlande.

Au Conseil de sécurité des Nations Unies, le Canada a vigoureusement condamné l'invasion et l'occupation du Kampuchea par le Vietnam, puis l'invasion du Vietnam par la Chine. Au sein de l'Assemblée générale des Nations Unies, il a coparrainé une résolution présentée par les pays de l'ANASE sur la situation au Kampuchea. Cette résolution incitait les membres de l'ONU à coopérer pour la prestation de secours humanitaires et demandait la cessation des hostilités, le retrait des troupes étrangères, l'auto-détermination pour le peuple du Kampuchea et d'autres mesures visant à faciliter un règlement pacifique des problèmes de ce pays.

La mise sur pied d'un programme de réunion des familles a été l'élément central de nos relations bilatérales avec le Vietnam en 1979. Des progrès ont été réalisés en vue de l'établissement du programme, et l'on s'est entendu sur des arrangements permettant à plusieurs centaines de résidents vietnamiens de venir retrouver des membres de leur famille au Canada.

En 1979, l'importance géopolitique critique de l'Asie du Sud a été soulignée par les événements survenus dans la région et les zones limitrophes, y compris l'incidence sur la région de l'invasion soviétique de l'Afghanistan, la réaction des pays limitrophes à la crise afghane, la réapparition d'Indira Gandhi comme le grand dirigeant politique du sous-continent, et la «renaissance islamique» qu'est venue appuyer la révolution iranienne. En outre, la politique sous-continentale relative aux questions nucléaires, et notamment à la non-prolifération, a continué de préoccuper sérieusement le Canada.

L'invasion soviétique de l'Afghanistan et l'installation dans ce pays d'un gouvernement favorable aux Soviétiques ont rendu encore plus complexe et dangereuse une situation régionale déjà perturbée. Le Canada a refusé de reconnaître le régime mis au pouvoir par les Soviétiques et suspendu son aide au développement de l'Afghanistan. L'intérêt du Canada à l'égard de l'affaire afghane s'explique non seulement par ses incidences régionales—dans le sens que les événements se produisant dans cette région ont une incidence directe sur l'Iran, le Pakistan, l'Inde et même la Chine—mais également par l'effet défavorable que l'invasion soviétique a eu sur l'ensemble des relations Est-Ouest.

La situation en Afghanistan a forcé plus d'un demi-million de personnes à se réfugier au Pakistan. Cet afflux a taxé lourdement une économie déjà affaiblie. En outre, les tensions politiques se sont accrues au Pakistan avec l'excution, en avril, de l'ex-premier ministre Bhutto et l'annulation des élections prévues pour novembre. Dans ses contacts bilatéraux avec le Pakistan, le Canada a continué

échanges, dont la valeur est passée à plus de 800 millions de dollars. La croissance annuelle de 7 pour cent des économies de l'ANASE depuis les dix dernières années a créé des possibilités pour les exportations et les investissements dans les pays de l'Association. En 1979, le gouvernement canadien a appuyé 40 projets de coopération pour le développement industriel dans les pays de l'ANASE, dont six ont favorisé la coopération régionale dans les domaines du développement économique et industriel. Un groupe de journalistes de l'ANASE a visité le Canada, et le gouvernement canadien a facilité la participation d'universitaires de l'ANASE à une conférence du Conseil canadien des études sur le Sud-Est asiatique tenue à Vancouver en novembre. Les entretiens officiels de la Commission consultative Canada-ANASE, qui ont regroupé les représentants canadiens et les chefs de mission de l'ANASE à Ottawa, ont été centrés sur les possibilités d'élargir et de renforcer les relations.

Le ministre de l'Industrie et du Commerce a visité l'Indonésie et les Philippines en janvier pour promouvoir la coopération commerciale. Un certain nombre de ministres provinciaux et de délégations officielles ont visité la région. L'Indonésie est devenue l'un des principaux bénéficiaires de l'aide bilatérale canadienne au développement en 1979, les engagements donnés au titre de projets étant évalués à 122 millions de dollars pour les cinq prochaines années. Des projets totalisant un autre 150 millions étaient à l'étude. On s'est penché sur les attrayantes possibilités commerciales les qu'offre l'Indonésie, comme le projet d'extraction minière, de transport et de production d'électricité dans le sud de Sumatra.

Lors de la réunion des chefs de gouvernement du Commonwealth tenue à Lusaka, le Canada s'est joint à la Malaisie et à Singapour pour réaffirmer son appui à l'association du Commonwealth. Il a conclu avec Singapour une entente sur les importations de vêtements et de textiles et a continué de négocier avec la Malaisie sur ces questions. Par son programme d'aide bilatérale au développement, il a contribué à un projet de prospection géochimique qui a permis d'ajouter considérablement aux renseignements disponibles sur les ressources minérales de la Malaisie. À titre de Président du Conseil mondial de l'alimentation, le ministre de l'Agriculture des Philippines est venu assister à Ottawa aux réunions du Conseil. En septembre, le Premier ministre de la Thaïlande, M. Kriangsak, et son ministre des Affaires étrangères ont également visité le Canada.

L'intérêt qu'a le Canada à assurer la paix et la stabilité en Asie du Sud-Est a été illustré par la façon dont il a appuyé les efforts visant à trouver des solutions aux problèmes politiques et humanitaires causés par la guerre, la famine et la peste au Vietnam, au Kampuchea et au Laos. La poursuite de cet objectif a mené à une étroite consultation avec les pays de l'ANASE et est devenue un élément fort important de nos relations avec ces pays. Le Canada se propose d'accueillir 50 000 réfugiés d'ici la fin de 1980.

Les relations du Canada avec l'Australie et la Nouvelle-Zélande ont continué d'être particulièrement étroites; elles se sont appuyées sur une coopération fort active sur un grand nombre de questions d'intérêt bilatéral, régional et multilatéral. Ces relations se sont souvent concentrées sur des questions liées à la région du Pacifique (laquelle intéresse de plus en plus les trois pays), y compris les problèmes de l'Indochine et du Vietnam et la question des réfugiés; elles se sont également étendues à des questions plus vastes comme l'énergie, le droit de la mer et les pêches, l'invasion soviétique de l'Afghanistan, l'Afrique australe et la coopération au sein du Commonwealth.

Sur le plan bilatéral, l'Australie et la Nouvelle-Zélande ont pris ensemble le plus grand nombre de plus importants partenaires commerciaux du Canada. En 1979, nos échanges représenteront environ un milliard de dollars, les exportations canadiennes étant en bonne part constituées d'articles manufacturés et de produits transformés. Depuis la fin des négociations commerciales multilatérales du Tokyo Round, le Canada procède à un réexamen du cadre global de ses relations commerciales avec l'Australie et la Nouvelle-Zélande, y compris les accords préférentiels actuels. Des entretiens préliminaires entre représentants canadiens, australiens et néo-zélandais vers la fin de l'année ont révélé un désir mutuel de voir les échanges commerciaux bilatéraux renforcés et élargis.

Cinq ministres fédéraux, y compris le Vice-premier ministre et ministre du Commerce, et quatre ministres d'Etat de l'Australie ainsi que quatre ministres néo-zélandais, dont le Vice-premier ministre et ministre des Affaires étrangères, sont venus au Canada pendant la même période. Les premiers ministres du Manitoba et de la Saskatchewan et un certain nombre de ministres provinciaux ont visité l'Australie et la Nouvelle-Zélande, et une importante délégation de parlementaires fédéraux et provinciaux a participé à la Vingt-cinquième conférence parlementaire du Commonwealth tenue à Wellington et Auckland.

Outre ces visites de haut niveau, des échanges fructueux ont eu lieu à tous les paliers de gouvernement, ainsi qu'entre hommes d'affaires et professionnels. Notons qu'il n'y a pas seulement eu une étroite collaboration en matière de politique étrangère, mais que les Canadiens ont consulté leurs homologues australiens et néo-zélandais sur des questions pour lesquelles les trois pays partagent des préoccupations et des expériences communes. Mentionnons à cet égard les questions liées aux populations autochtones, les relations fédérales-provinciales, la mise en valeur des ressources et l'utilisation des terres, la protection de l'environnement et les transports.

## Asie du Sud et du Sud-Est

Les relations entre le Canada et les pays membres de l'Association des nations de l'Asie du Sud-Est (Indonésie, Malaisie, Philippines, Singapour et Thaïlande) ont été caractérisées par une croissance de 40 pour cent des

En septembre, une délégation de l'Association chinoise pour l'amitié avec les pays étrangers a visité le Canada sous la direction de son président, Wang Bingnan. Deux mois plus tard, une délégation canadienne officielle s'est rendue en Chine pour les célébrations commémorant le 40<sup>e</sup> anniversaire de la mort du Dr Norman Bethune.

Les échanges ont continué de s'accroître, atteignant presque 760 millions de dollars en 1979, soit une augmentation de près de 40 pour cent par rapport à l'année précédente. Nos exportations en Chine—composées surtout de blé—ont représenté presque 600 millions de dollars. Nos importations—surtout des textiles—ont augmenté de 77 pour cent pour atteindre 167 millions de dollars, réduisant ainsi notre traditionnel excédent commercial avec la Chine. Les échanges culturels ont été rehaussés par une tournée de l'Opéra de Pékin au Canada, en octobre-novembre, et par une visite en Chine de Karen Kain et de Frank Augustyn, danseurs du Ballet national du Canada. Il y a eu des échanges scientifiques et technologiques dans divers domaines: agriculture, techniques minières, géologie, médecine, métallurgie, océanographie et communications. Une délégation du ministère des Communications a eu des discussions avec des représentants du ministère chinois des Postes et Télécommunications à Pékin en octobre. Enfin, un correspondant de CTV a été nommé en permanence à Pékin pendant l'année, ce qui témoigne de l'intérêt croissant du Canada pour les affaires chinoises.

Autre développement d'importance, le ministère des Affaires extérieures et le ministère chinois de l'Éducation ont signé un protocole d'entente sur le placement de chercheurs chinois dans les institutions canadiennes d'enseignement supérieur. Dans le cadre de cet arrangement, quelque 140 universitaires chinois étudiaient au Canada au début de 1980. En vertu du programme de réunion des familles, plus de 2 040 Chinois sont arrivés au Canada, chiffre qui dépasse de beaucoup ceux que l'on a enregistrés depuis le lancement du programme en 1974 et a porté le total à 5 600.

Les relations entre le Canada et Hong Kong ont été rehaussées par la visite au Canada en octobre de Son Excellence sir Murray Maclellan, gouverneur de Hong Kong. Ce dernier a rendu hommage aux efforts déployés par le Canada pour alléger la crise des réfugiés en Indochine, plus de 4 000 personnes réfugiées à Hong Kong ayant été autorisées à immigrer. Signalons qu'outre les réfugiés, beaucoup d'immigrants et d'étudiants sont venus de Hong Kong, dont ceux autorisés en vertu du programme de réunion des familles.

Dans le domaine du commerce, les exportations canadiennes à Hong Kong ont atteint 140 millions de dollars en 1979, chiffre de 40 pour cent plus élevé que celui de 1978 et représentant plus du double de celui de 1977. Quant à nos importations de Hong Kong, elles ont également enregistré une forte hausse, atteignant 430 millions de dollars (30 pour cent de plus qu'en 1978).



lors de réunions multilatérales, contacts qui ont permis d'aborder une vaste gamme de problèmes politiques et économiques.

Le gouvernement fédéral a continué d'aider les provinces à améliorer leurs relations bilatérales avec la Corée. Le Premier ministre de la Colombie-Britannique a visité Séoul en octobre, puis, à la fin du mois, ce fut le tour du ministre de l'Environnement et du ministre de l'Agriculture de l'Alberta.

Au Canada, le monde des affaires a manifesté un vif intérêt en ce qui concerne l'établissement de liens plus étroits et plus directs avec le secteur privé coréen. Au début de décembre, les relations interparlementaires ont pris une ampleur nouvelle avec la formation, du côté canadien, d'une Association amicale des parlementaires canadiens et coréens venant compléter sa contrepartie coréenne. Les relations universitaires ont été stimulées par plusieurs visites d'échange d'universitaires chevronnés.

Les intérêts canadiens en Corée et dans la région restent fondamentalement tributaires du maintien de la paix et de la stabilité dans la péninsule coréenne. La mort du président Park Chung Hee à la fin d'octobre a engendré une certaine incertitude dans la République de Corée mais, vers la fin de l'année, le Président intérimaire avait déjà entrepris une réforme constitutionnelle. Etant donné leur souci de voir respecter les droits de la personne en Corée, les Canadiens se sont réjouis des signes indiquant que le nouveau gouvernement se dirigeait vers un système politique plus libéral.

Dans l'ensemble de la Péninsule, les efforts de la Corée du Sud pour reprendre le dialogue avec le Nord n'ont marqué aucun progrès. Le Canada continue à favoriser les propositions visant à réduire les tensions et à recommander que la République de Corée assume un rôle clé dans la négociation de tout règlement des problèmes coréens.

En 1979, la Chine a poursuivi ses politiques de développement économique et de modernisation. En mars, elle a entrepris une révision de ses objectifs pour la période allant jusqu'en 1982, accordant la priorité à des secteurs de concentration traditionnelle comme l'agriculture et l'industrie légère. Elle a réduit le rythme auquel elle importe des produits de haute technologie, mais n'a modifié ni l'essence de sa politique ni son ferme désir de se moderniser.

On a constaté pendant l'année une nouvelle expansion des relations du Canada avec la Chine. Quelque 80 délégations de chaque pays se sont rendues en visite. Le ministre canadien de l'Industrie et du Commerce, Jack Horner, a visité la Chine en janvier. En octobre, au cours d'une visite au Canada, le ministre du Commerce extérieur Li Qiang a renouvelé l'accord commercial Canada-Chine pour trois nouvelles années et signé un protocole de coopération économique. En septembre-octobre, une délégation de l'Association parlementaire canadienne dirigée par les présidents de la Chambre des Communes et du Sénat a effectué une visite en Chine.

bien connus, dont Harry Somers, compositeur, et Victor Feldbrill, chef adjoint de l'Orchestre symphonique de Toronto, ont visité le Japon. La troupe de mime du Théâtre *Beyond Words* y a fait une tournée et s'est produite devant la télévision nationale, et le *Lampoon Puppet Theatre* a donné une représentation au Festival international de marionnettes de la région de l'Asie et du Pacifique. Dans le domaine des variétés, notons l'organisation d'un Festival du film québécois et d'une exposition itinérante de paysages canadiens.

Les études universitaires sur le Canada ont été encouragées par une importante conférence de trois jours sur les relations Canada-Japon organisée par l'Association japonaise des études canadiennes ainsi que par la parution du premier numéro de la *Japanese Review of Canadian Studies*. Seize bourses d'étude ont été accordées à des étudiants japonais désireux de poursuivre leurs études au Canada, et les études canadiennes au Japon ont été favorisées par la nomination du professeur John T. Saywell de l'Université York comme conférencier invité pour le programme des études canadiennes.

Le dynamisme du programme de visites de journalistes japonais au Canada a été souligné par la grande tournée qu'a effectuée un groupe de rédacteurs en chef et d'autres personnalités des médias japonais au Canada. Une importante société japonaise d'information a ouvert le deuxième bureau de presse du Japon au Canada.

Les relations avec la République de Corée ont continué à s'élargir dans les domaines politique et économique. Leur composante la plus dynamique a été le commerce, qui a augmenté de 40 pour cent pour passer à 830 millions de dollars en 1979. Une augmentation de 70 pour cent des exportations canadiennes a aidé à réduire le déséquilibre commercial de 200 à 100 millions de dollars. Les possibilités d'exportations restent prometteuses, notamment dans les secteurs de l'agriculture et de la technologie de pointe, étant donné que l'économie coréenne continue de se développer et que les Coréens cherchent à diversifier leurs sources d'approvisionnement pour une gamme de biens et de services.

Dans le cadre des efforts déployés pour diversifier les bases de nos relations et de les développer sur le plan politique afin d'appuyer et de consolider des liens économiques qui s'accroissent rapidement, le ministre des Affaires étrangères de la Corée a eu des entretiens avec le secrétaire d'Etat aux Affaires extérieures, le ministre de l'Industrie et du Commerce et le Premier ministre (Ottawa, février 1979). Les deux ministres des Affaires étrangères se sont rencontrés à nouveau au début d'octobre à New York alors qu'ils participaient à la session d'automne de l'Assemblée générale des Nations Unies. En novembre, une importante délégation dirigée par le Président du Sénat a représenté le Canada aux funérailles nationales du Président Park Chung Hee. Ces activités au niveau politique ont été appuyées par des contacts entre fonctionnaires dans les deux capitales et



Situé en bordure du Pacifique, le Canada a depuis longtemps des liens avec les pays de l'Asie et du Pacifique. Ces pays ayant des héritages culturels et des systèmes politiques et économiques fort différents, les relations qu'il entretient avec eux reflètent cette diversité. En 1979, on a néanmoins pu discerner plusieurs grandes tendances: d'une part, on a constaté la sensibilisation de l'opinion publique canadienne à l'importance de la région pour le monde et, de façon plus précise, pour le Canada; d'autre part, il y a eu expansion des échanges commerciaux et complexification des relations économiques touchant l'aide ou le commerce entre le Canada et les pays de l'Asie et du Pacifique. Enfin, une troisième tendance s'est manifestée, à savoir la préoccupation croissante du Canada à l'égard de l'instabilité régnant en Asie et à l'égard des événements survenus sur le continent, comme l'invasion soviétique de l'Afghanistan et l'aggravation du conflit d'Indochine qui a entraîné le tragique problème des réfugiés.

### Asie du Nord et Pacifique

L'année a marqué le 50<sup>e</sup> anniversaire de l'établissement des relations diplomatiques entre le Canada et le Japon. L'événement a été célébré par un certain nombre d'activités spéciales, notamment dans les domaines culturel et universitaire, et par de nouveaux efforts visant à développer des relations s'étendant à tous les domaines et reflétant pleinement la maturité et l'importance de l'association canado-nipponne. Sur le plan politique, l'année a commencé avec la visite au Japon du chef de l'Opposition, M. Clark, qui, devenu Premier ministre, y est retourné participer au Sommet économique de Tokyo en juin, accompagné du secrétaire d'Etat aux Affaires extérieures et du ministre des Finances. Les consultations sont devenues une tradition qui a été à nouveau renforcée par des discussions lors d'autres rencontres économiques multilatérales telles que les réunions ministérielles de l'OCDE et de l'Agence internationale de l'énergie. De fréquents contacts officiels ont eu lieu cette année encore sur diverses questions, tant dans les capitales des deux pays qu'aux Nations Unies.

Tout au cours de 1979, de nouveaux progrès ont été réalisés dans le développement des liens économiques, qui restent le principal élément des relations Canada-Japon. Le Japon est notre deuxième partenaire commercial, la valeur de nos échanges avec ce pays ayant été de 6,24 milliards de dollars en 1979, ou 18 pour cent de plus qu'en 1978. Les exportations canadiennes au Japon se sont accrues d'un tiers

pour atteindre 4 milliards de dollars, et les exportations japonaises au Canada ont légèrement fléchi à 2,16 milliards. Le Canada a ainsi enregistré un excédent commercial de 1,82 milliard de dollars, soit plus de deux fois le montant pour 1978. Le Japon est le plus important débouché agricole du Canada; il est également le principal marché pour le charbon canadien; le cuivre, le bois d'œuvre, la pâte de bois et les produits halieutiques constituent également d'importants produits d'exportation. Des progrès constants ont été réalisés dans nos ventes de produits raffinés et manufacturés au Japon.

En 1979, la coopération économique s'est élargie, notamment dans les domaines de l'énergie, des produits forestiers et du logement, et il y a eu recherche de nouvelles possibilités de coentreprises et d'investissements japonais au Canada. La deuxième rencontre du Comité économique mixte Canada-Japon s'est tenue à Tokyo en mars, et un nombre important de missions gouvernementales et industrielles ont été organisées.

L'expansion de nos relations économiques avec le Japon dépend ultimement des initiatives du secteur privé. Dans ce domaine également, on s'est efforcé d'accroître les contacts, de favoriser la compréhension mutuelle et de rechercher de nouveaux débouchés commerciaux. La Deuxième conférence canado-nipponne d'hommes d'affaires, tenue à Toronto en mai, a permis de construire sur les bases jetées lors de la première conférence de l'année précédente. Le gouvernement canadien a appuyé sans réserve cette importante initiative du secteur privé.

Puisque plusieurs provinces ont d'importants intérêts au Japon, le gouvernement fédéral a continué d'appuyer leurs efforts et de les consulter sur le contenu et la conduite des politiques canadiennes à l'égard du Japon. En 1979, une aide a été accordée aux missions ministérielles des provinces de l'Ontario, de la Saskatchewan, du Manitoba, de la Colombie-Britannique et de l'Alberta, ainsi qu'à une mission dirigée par le Premier ministre de la Colombie-Britannique en octobre.

Les échanges et la coopération dans le domaine de la science et de la technologie ont continué à constituer un élément de plus en plus actif de l'ensemble de nos relations. Les efforts pour faire connaître la culture canadienne au public japonais ont été soulignés par la première rencontre du Comité consultatif Canada-Japon, établi en vertu de l'accord culturel de 1976. Plusieurs artistes canadiens

d'affaires canadiens dans la plupart des pays de la région, surtout en Afrique du Nord, au Cameroun et en Côte d'Ivoire. L'Algérie est notamment devenue notre principal partenaire commercial en Afrique. Un certain nombre de délégations commerciales de l'Afrique francophone ont également visité le Canada.

Malgré un certain ralentissement de l'expansion de notre programme d'aide, l'Afrique francophone a continué de recevoir une importante part de nos crédits (23 pour cent des décaissements du programme bilatéral de l'ACDI). Afin de mieux coordonner nos efforts à cet égard, nous sommes joints à la France, à la République fédérale d'Allemagne, aux États-Unis, au Royaume-Uni et à la Belgique pour former, en décembre, une organisation consultative appelée Action concertée pour le développement.

ment en Afrique (ACDA). Une entente sur l'établissement de commissions bilatérales avec le Cameroun, la Côte d'Ivoire, le Sénégal et l'Algérie a fourni un cadre utile pour l'intensification de nos relations avec ces pays.

La situation des droits de l'homme s'est nettement améliorée avec la chute du président Macias Nguema (Afrique équatoriale) et de l'empereur Bokassa I<sup>er</sup> (Empire centrafricain), dont le pays est redevenu une république.

La paix et la sécurité sont restées fragiles au Tchad malgré la création d'un gouvernement d'unité nationale. Au Sahara occidental, les affrontements entre les forces marocaines et le Front Polisario sont devenus plus fréquents. Sur ce différend, le Canada garde une position de neutralité.



MacDonald, s'est rendue à New York pour apporter son appui à la deuxième résolution.

La confusion qui règne en Iran depuis le changement de régime et les perspectives de modifications importantes des priorités économiques du pays ont amené le Canada à réduire considérablement ses échanges commerciaux avec l'Iran. De 1978 à 1979, les exportations canadiennes dans ce pays sont passées de 151,8 à 22,4 millions de dollars. Quant à nos exportations dans l'ensemble du Moyen-Orient, elles sont passées, pendant la même période, de 729,2 à 752,3 millions de dollars.

Le Moyen-Orient a continué d'être l'un des premiers fournisseurs de pétrole du Canada, y ayant exporté 228 000 barils par jour en 1979 ou 14 pour cent de l'ensemble de la consommation nationale contre 269 000 barils par jour (44 pour cent des importations et 15 pour cent de la consommation) en 1978. Les livraisons irakiennes (quelque 10 000 barils par jour) ont été interrompues de juillet à décembre, et les livraisons iraniennes (une moyenne de 46 000 barils par jour en 1979) ont été interrompues lorsque les autorités iraniennes eurent déclaré, le 15 novembre, qu'elles ne vendraient plus à des multinationales pétrolières américaines.

### Afrique francophone

En 1979, le Canada a poursuivi sa politique d'intensification des relations avec les pays francophones de l'Afrique, notamment en favorisant leur développement social et économique. Il a également, à la faveur de divers événements, (Assemblée générale des Nations Unies, discussions sur la prise d'otages à Téhéran, etc.) consulté ces pays sur des questions internationales.

L'un des points saillants de l'année a été la réception très cordiale que le Cameroun a réservée en août au Premier ministre Clark dans le cadre de la première tournée africaine d'un premier ministre canadien. Cette visite a été suivie, en décembre, d'un voyage du ministre d'Etat chargé de l'ACDI en Côte d'Ivoire, au Mali, au Niger, au Sénégal, au Ghana et au Togo.

Le Canada a reçu, quant à lui, un certain nombre de visites de haut niveau; c'est ainsi que le Président du Sénégal, Léopold Sédar Senghor, s'est arrêté en avril à Ottawa où il s'est entretenu avec les dirigeants canadiens sur des questions intéressant les deux pays. Dans le cours de l'année, un certain nombre de ministres africains ont également effectué des visites privées ou officielles, y compris le ministre malien des Affaires étrangères, le ministre des Mines et de l'Energie du Congo, le ministre des Transports du Burundi, le ministre de l'Enseignement primaire et de la Télévision éducative de Côte d'Ivoire, le ministre de la Planification du Cameroun, le ministre des Finances du Togo et le secrétaire d'Etat au Service public du Zaïre.

Nos relations commerciales avec l'Afrique francophone ont été marquées par des visites continues d'hommes

Force (dont un important contingent canadien de soutien logistique) s'est retirée. Notre contingent auprès de la Force des Nations Unies chargée d'observer le dégagement sur les hauteurs du Golan reste en poste.

Au début de l'année, la détérioration de la situation en Iran avait entraîné l'évacuation des Canadiens se trouvant dans ce pays. Une deuxième évacuation, également menée par des appareils des Forces canadiennes, a eu lieu en février.

Après le départ du Chah, le Premier ministre Chapour Bakhtiar s'est efforcé d'assurer la survie de son gouvernement, mais le retour d'exil de l'Ayatollah Khomeini, incitant les Iraniens à ne plus tolérer un gouvernement nommé par le Chah, l'amena à démissionner. Un gouvernement islamique provisoire dirigé par le Premier ministre Mehdi Bazargan a pris le pouvoir en février. Le 15 du mois, la situation en Iran a continué d'être troublée et instable, étant donné l'absence de partage net des pouvoirs du gouvernement et du haut clergé. Certaines personnalités politiques et militaires sous le régime du Chah ont été exécutées, y compris l'ex-premier ministre Hoveyda et l'ex-ministre des Affaires étrangères Khalatbari. Le nouveau régime iranien a refusé de tenir compte des démarches faites par divers pays, dont le Canada, concernant les aspects humanitaires de ces actes.

Le 4 novembre, après l'admission du Chah aux Etats-Unis pour traitement médical, des militants iraniens (pour la plupart des étudiants) se sont emparés de l'ambassade américaine et de son personnel, à l'exception de trois agents qui se trouvaient au ministère des Affaires étrangères et de six autres qui se sont par la suite réfugiés dans l'ambassade du Canada. On promettait de libérer les otages à condition que le Chah revienne en Iran pour y subir un procès et que tous les biens détenus par l'ancienne famille royale à l'étranger soient remis à l'Iran. L'Ayatollah Khomeini a annoncé son appui aux militants, et le Premier ministre Bazargan (après avoir tenté de démissionner à plusieurs reprises) a vu peu après sa demande de démission acceptée. Le Canada a participé activement à la préparation d'une déclaration conjointe des membres du Commonwealth réclamant la libération des otages, et il a tenté d'obtenir des mesures semblables de la part des Etats de la communauté francophone.

La proposition de l'Ayatollah Khomeini visant à faire de l'Iran une république islamique a été acceptée lors d'un référendum national; cette victoire n'ayant été suivie d'aucune mesure en faveur de la libération des otages, le Secrétaire général de l'ONU a convoqué une réunion du Conseil de sécurité à laquelle l'Iran a refusé d'envoyer un représentant. Lors de ses réunions des 4 et 30 décembre, le Conseil a adopté des résolutions condamnant l'acte commis par l'Iran. Le Canada n'était pas alors membre du Conseil, mais le secrétaire d'Etat aux Affaires extérieures, Mlle



lui accordant une aide importante, surtout dans les secteurs affectés par la situation en Rhodésie. L'aide canadienne au Malawi, au Botswana, au Lesotho et au Swaziland a continué de se concentrer sur les réseaux ferroviaires.

### Moyen-Orient

Le 5 juin 1979, le Premier ministre Clark a confirmé que son gouvernement avait l'intention de transférer l'ambassade du Canada en Israël de Tel Aviv à Jérusalem. Cette décision a été bien accueillie par Israël, mais désapprouvée par un certain nombre de pays arabes et d'autres pays musulmans.

Après avoir rencontré les ambassadeurs des pays arabes chargé l'honorable Robert Stanfield de procéder à un examen minutieux des relations du Canada avec les pays du Moyen-Orient et de l'Afrique du Nord, ainsi que de la question de Jérusalem.

M. Stanfield a commencé son étude le 12 juillet. Il a entrepris de vastes consultations avec des individus et groupes intéressés, ainsi qu'avec certains gouvernements provinciaux canadiens, le ministère des Affaires extérieures et d'autres ministères fédéraux. En septembre et octobre, il a visité Israël, la Turquie, la Jordanie, la Syrie, l'Arabie saoudite, l'Irak, l'Égypte et la Grande-Bretagne. Lors de voyages subséquents, il a eu des entretiens publics et privés aux États-Unis, en France, en Italie, au Vatican, en Algérie et au Maroc ainsi qu'au siège des Nations Unies à New York. (Pour raisons de santé, il lui a fallu annuler ses visites en Libye et en Tunisie). M. Stanfield a présenté son rapport intermédiaire le 26 octobre, et son rapport final était en préparation à la fin de l'année.

Au cours du premier trimestre de 1979, les négociations en vue de la conclusion d'un traité de paix israélo-égyptien à partir des accords de Camp David ont connu un dénouement heureux, et le traité a été signé le 26 mars. La plupart des gouvernements du monde arabe ont rétorqué en imposant des sanctions politiques et économiques contre l'Égypte. Après, l'Égypte et Israël ont entamé des négociations, avec la participation des États-Unis, en vue de la conclusion d'arrangements intermédiaires visant l'autonomie des Palestiniens à Gaza et en Cisjordanie, encore une fois selon les accords de Camp David. Le Canada a salué ce traité de paix comme une première étape importante vers un règlement pacifique global entre Israël et tous ses voisins arabes. Dans ce contexte, il a attaché une grande importance au succès des négociations sur l'autonomie, que les parties au traité avaient espéré terminer avant le 26 mai 1980. D'autres dispositions du traité, notamment les retraites israéliens successifs de la péninsule du Sinaï, ont été mises en application selon l'échéancier prévu.

Étant donné la conclusion du traité de paix israélo-égyptien, le Conseil de sécurité des Nations Unies n'a pu convenir du renouvellement du mandat de la force de maintien de la paix au Sinaï. Ce mandat étant périmé, la

Les problèmes économiques de la Tanzanie ont été accentués par son opération militaire en Ouganda. Au Kenya, pays qui s'est bien adapté à l'après-Kenyatta, des difficultés économiques à court terme ont été causées par la chute des prix de certains produits kenyans ainsi que par le renchérissement des coûts de l'énergie. Le programme canadien d'aide au développement de la Tanzanie a continué d'être plus important que pour tout autre pays africain, mais l'aide au Kenya n'en a pas moins été considérable.

Les tensions dans la Corne de l'Afrique n'ont pas diminué. Par le biais du Comité international de la Croix-Rouge, le Canada a prodigué son aide aux réfugiés qui ne cessent d'affluer dans la région. En Éthiopie, les conditions internes se sont quelque peu améliorées bien que les activités insurrectionnelles n'aient pas cessé en Erythrée et en Ogaden. Les relations bilatérales avec l'Éthiopie ont été caractérisées par un accroissement marqué des échanges et la poursuite d'un vaste programme d'aménagements hydrauliques.

En Afrique occidentale, le gouvernement militaire du Ghana a été renversé en juin par un groupe de jeunes officiers dirigé par le lieutenant d'aviation Rawlings, et un certain nombre d'anciens dirigeants ghanéens ont été abattus. Les élections en vue de la formation d'un gouvernement civil ont néanmoins eu lieu tel que prévu: le nouveau gouvernement du Président Limann—enté en fonction en octobre—s'est déjà attaqué aux graves problèmes économiques du pays. Le Ghana a continué à bénéficier d'un important programme canadien d'aide au développement, et deux grands projets intéressant les régions septentrionales (*Northern et Upper Regions*) ont été annoncés par le ministre d'État chargé de l'Agence canadienne de développement international lors de sa visite à Accra en décembre.

En octobre, le gouvernement militaire fédéral du Nigeria a cédé le pouvoir à un gouvernement civil dirigé par le président Shagari, élu conformément à la constitution promulguée un an auparavant. Le nouveau gouvernement a poursuivi la politique étrangère de son prédécesseur et a continué d'accorder un intérêt tout particulier aux affaires africaines et, notamment, à la recherche d'une solution pacifique aux problèmes de l'Afrique australe. L'annulation d'arrangements bilatéraux de formation technique a été compensée par des accords visant l'aménagement d'écoles polytechniques au Nigeria ainsi que par des négociations relatives à l'établissement d'un comité économique mixte. Les échanges commerciaux se sont accrues considérablement. Un certain nombre de détachements auprès de ministères du gouvernement canadien ont été prévus pour des fonctionnaires du gouvernement nigérian.

Il convenait que la première grande démarche en vue de la solution du problème rhodésien se fasse à Lusaka, pendant la réunion des chefs de gouvernement du Commonwealth, puisque la Zambie a été l'un des États de la ligne de front les plus durement touchés. Le Canada a continué de contribuer au développement de la Zambie en

Les problèmes de l'Afrique et du Moyen-Orient ont à nouveau fortement préoccupé le Canada et la communauté internationale, bien que l'année ait été marquée de développements positifs importants, à savoir la signature d'un traité de paix israélo-égyptien, le 26 mars 1979, et sa mise en application graduelle dans les mois qui ont suivi. La Grande-Bretagne et les « États de la ligne de front » ont allié leurs efforts diplomatiques faisant tout leur possible pour régler la question de la Rhodésie-Zimbabwe et voyant leurs efforts couronnés, le 21 décembre, par la réussite des négociations élargies de Lancaster House, à Londres; ces négociations sont venues appuyer le consensus obtenu lors de la réunion des chefs de gouvernement du Commonwealth à Lusaka en août.

L'événement peut-être le plus remarqué dans nos relations avec les pays du Moyen-Orient a été la proposition du Premier ministre Clark de transférer l'ambassade du Canada en Israël de Tel Aviv à la partie occidentale de Jérusalem. Le Premier ministre a ensuite chargé l'honorable Robert Stanfield d'étudier la question et certains autres aspects des relations du Canada avec la région. Dans son rapport intermédiaire, accepté par le gouvernement, M. Stanfield recommandait de laisser l'ambassade à Tel Aviv et d'attendre une solution de la question de Jérusalem dans le cadre d'un règlement pacifique global pour aborder de nouveau la question du transfert.

Des événements notables sont survenus dans d'autres pays de la région: la chute du régime du Chah d'Iran a été suivie par la proclamation d'un gouvernement islamique provisoire; Idi Amin (Ouganda), Macias Nguema (Guinée équatoriale) et l'empereur Bokassa (Empire centrafricain) ont été renversés; il y a également eu des changements de régime au Ghana et au Nigeria. Le Canada, les États-Unis, la Grande-Bretagne, la France et la République fédérale d'Allemagne ont continué d'œuvrer en vue d'un règlement pacifique en Namibie, mais n'ont pu réaliser des progrès très sensibles; la situation est restée tendue entre le Maroc et l'Algérie qu'oppose le conflit concernant l'ex-Sahara espagnol. La saisie de la Grande Mosquée de La Mecque par des dissidents saoudiens a eu des répercussions dans toutes les régions du monde islamique.

Dans le cadre de sa participation à la Conférence des chefs de gouvernement à Lusaka, le Premier ministre Clark

### Afrique anglophone

a visité la Tanzanie, le Kenya et la République du Cameroun, devenant ainsi le premier chef de gouvernement canadien à se rendre en visite officielle en Afrique.

Avant la Conférence des chefs de gouvernement du Commonwealth en août, on ne semblait guère entrevoir de possibilités de règlement pacifique en Rhodésie, et la question divisait de plus en plus les membres du Commonwealth. Pourtant, le Commonwealth a été le catalyseur du processus mis en branle avec l'accord de Lusaka et couronné par les entretiens de Lancaster House à Londres. Le succès des négociations est attribuable à l'habileté et à la détermination du gouvernement britannique et, du côté rhodésien, au désir des parties de négocier sérieusement, ainsi qu'au rôle d'appui joué par les États africains de la ligne de front.

Certains espéraient que le succès obtenu quant au problème rhodésien relancerait les efforts de recherche d'une solution en Namibie. Vers la fin de 1979 toutefois, il y avait eu peu de progrès en vue d'une solution internationalement acceptable, et l'occupation illégale de la Namibie par l'Afrique du Sud se poursuivait.

L'Afrique du Sud elle-même n'a cessé de voir sa politique d'apartheid condamnée par la communauté internationale. Si le Premier ministre Botha a publiquement reconnu la nécessité de changements, il n'y a eu, en effet, aucune réforme avançant sensiblement la majorité noire. Notons que la plupart des sociétés canadiennes opérant en Afrique du Sud ont présenté au public leurs premiers rapports annuels sur les pratiques d'emploi de leurs filiales sud-africaines dans le contexte du code de conduite du gouvernement canadien.

En Afrique orientale, l'Ouganda a continué d'être un centre d'instabilité. En avril, les forces tanzaniennes accompagnées d'exilés ougandais ont réussi à renverser le Président Amin, d'abord remplacé par le Président Lule, puis par Godfrey Binaisa en juin. Vers la fin de l'année, le pays connaissait toujours de sérieux problèmes économiques et de sécurité publique. Le Canada a versé 3 millions de dollars à la Banque mondiale en vertu d'un arrangement prévoyant une aide à court terme au développement de l'Ouganda.





*Quatuor d'Orford* a participé au festival de musique de Bratislava en octobre.

Les relations avec la Hongrie ont été particulièrement actives en 1979. Le ministre hongrois de la Construction et de l'Aménagement urbain a visité le Canada en février. Le mois suivant, un accord de coopération scientifique a été signé à Budapest entre le Conseil de recherches en sciences humaines du Canada et l'Académie des sciences de la Hongrie. En mars, également, a eu lieu à Ottawa la première réunion du Comité mixte Canada-Hongrie sur la coopération vétérinaire. En mai, des représentants du ministère des Affaires extérieures se sont rendus à Budapest pour des discussions sur la conclusion éventuelle d'une convention consulaire. Un sous-secrétaire d'Etat suppléant aux Affaires extérieures a pris part à des consultations politiques à Budapest en août. Des discussions économiques canado-hongroises ont eu lieu à Budapest à la fin d'octobre (elles n'entraient pas dans le cadre de l'accord de coopération scientifique susmentionné). Enfin, en novembre, la *Magyar Televizio* et la société Radio-Canada ont signé un protocole d'entente pendant la visite à Ottawa du président du réseau de télévision hongrois.

Des consultations politiques entre le Canada et la République démocratique allemande se sont déroulées à Ottawa en mars. Le vice-ministre des Affaires étrangères dirigeait la délégation en visite. En mai, le premier sous-ministre au Commerce extérieur de la RDA est venu à Ottawa; des discussions ont eu lieu sur des moyens de développer davantage les relations commerciales entre le Canada et la RDA. La coopération, fructueuse dans le domaine des pêches, s'est poursuivie en janvier au cours de consultations conjointes visant à faire le point sur les réserves allouées et sur des propositions visant des avantages équivalents pour 1979.

En novembre 1979, le ministre de l'Agriculture de la Bulgarie a visité le Canada à l'invitation de son homologue canadien. Cette visite fructueuse a permis aux ministres de signer un protocole d'entente sur la coopération vétérinaire et d'accroître la coopération et les échanges commerciaux dans le domaine de l'agriculture et d'autres secteurs connexes. En décembre, le sous-ministre au Commerce extérieur de la Bulgarie est venu à Ottawa, à la tête d'une délégation devant prendre part aux consultations commerciales annuelles Canada/Bulgarie; ces consultations ont permis de surmonter certains des obstacles rencontrés dans nos échanges bilatéraux et de recenser les secteurs où les échanges commerciaux et la coopération pourraient être élargis.

Les relations entre le Canada et la Yougoslavie ont été facilitées par d'importants intérêts commerciaux bilatéraux et par la présence au Canada de quelque 120 000 Canadiens

Au contraire des autres pays de l'Europe de l'Est, la Yougoslavie n'est membre ni de l'Alliance militaire du Pacte de Varsovie ni du Conseil d'assistance économique mutuelle. Ce pays joue toutefois un rôle actif et influent non seulement en tant que dirigeant du Mouvement des non-alignés, mais également grâce aux efforts qu'il fait pour promouvoir la détente. Etant donné ces intérêts convergents, le Canada attache une grande importance aux consultations avec les autorités yougoslaves. En 1979, le secrétaire d'Etat aux Affaires extérieures et le ministre des Affaires étrangères de Yougoslavie ont eu des entretiens bilatéraux à l'Assemblée générale des Nations Unies; en septembre, le ministre yougoslave de l'Agriculture a profité de sa participation à la Conférence mondiale de l'alimentation, organisée à Ottawa, pour effectuer une visite officielle au Canada. Pendant sa visite, on examina diverses possibilités commerciales et divers domaines de coopération technique.

La coopération nucléaire—principal élément de nos relations avec la Roumanie—a entraîné de nombreuses visites de fonctionnaires. En outre, dans le cadre du processus de consultations politiques, une délégation canadienne dirigée par un sous-secrétaire d'Etat suppléant aux Affaires extérieures est allée à Bucarest en juillet pour passer en revue les relations bilatérales et la situation internationale. En octobre, une délégation roumaine dirigée par le secrétaire d'Etat au Commerce extérieur et à la Coopération économique de la Roumanie est venue à Ottawa pour les consultations commerciales annuelles Canada-Roumanie. Une délégation roumaine de haut niveau a participé à des consultations bilatérales à Ottawa en décembre en vue de la conclusion éventuelle d'une convention consulaire. Plusieurs délégations agricoles et commerciales provinciales se sont également rendues en Roumanie pendant l'année.

Les relations entre le Canada et la Tchécoslovaquie ont été marquées par la rencontre, au siège des Nations Unies à New York, entre le secrétaire d'Etat aux Affaires extérieures et le ministre des Affaires étrangères de la Tchécoslovaquie. Une délégation de parlementaires canadiens s'est également rendue à Prague pour participer à la réunion de printemps de l'Union parlementaire internationale; en septembre, l'équipe canadienne de hockey olympique a participé au tournoi de hockey Rudo Pravo à Prague. Le

survenus à l'ambassade du Canada à Moscou. Enfin, l'invasion de l'Afghanistan par les troupes soviétiques dans les derniers jours de l'année a été un choc qui aura sans aucun doute un effet défavorable sur le climat et la nature de nos relations avec l'URSS.

Les relations du Canada avec la Pologne se sont considérablement élargies en 1979, et ont été rehaussées par la visite à Varsovie, en octobre, du ministre des Transports et du ministre responsable de la Commission canadienne du blé. Pendant la visite, un important accord à long terme sur les céréales a été signé prévoyant la vente de 3 à 4,5 millions de tonnes de céréales canadiennes pendant la période 1980-1982. Les représentants canadiens qui accompagnaient le ministre ont également signé un accord sur la certification des aéronefs visant à permettre la vente d'avions polonais au Canada.

Comme autre activité importante dans le secteur commercial, mentionnons les consultations commerciales bilatérales annuelles de novembre qui ont permis de passer en revue les développements commerciaux et de recenser les possibilités d'accroissement des échanges. Le texte d'un accord à long terme relatif au développement de la coopération économique et industrielle entre le Canada et la Pologne a été accepté pendant la réunion. Ce texte, que l'on espère faire signer en 1980, est le premier accord global sur les relations économiques entre les deux pays et témoigne de façon appropriée de l'intérêt qu'a le Canada à développer davantage ses relations commerciales avec son deuxième partenaire (après l'URSS) en Europe de l'Est.

En novembre, une délégation dirigée par le vice-ministre polonais responsable des pêches est venue à Ottawa pour des consultations annuelles sur les pêches. Des consultations politiques régulières ont également eu lieu en novembre. Peu après, une délégation de médecins polonais est venue participer à la deuxième Semaine canado-polonaise de la santé dont le thème était la médecine familiale. Les ministres de la Santé des deux pays ont conclu une entente visant la mise sur pied d'un projet conjoint de recherche sur le traitement de la tuberculose.

Les relations universitaires ont été une autre manifestation de l'importance croissante de nos relations avec la Pologne. En 1979, des centaines d'universitaires et étudiants polonais de deuxième cycle ont effectué au Canada des stages d'études dont la durée a souvent dépassé l'année, tout en participant à des projets de recherche dans diverses universités canadiennes. En outre, sous les auspices d'accords d'échanges distincts entre des universités canadiennes et polonaises et dans le cadre du programme de bourses du Gouvernement, plusieurs professeurs et étudiants canadiens ont pu effectuer des stages de quelques mois en Pologne. En avril, le recteur de l'Université catholique de Lublin est venu au Canada. Le rédacteur en chef de l'important hebdomadaire polonais *Tygodnik Powszechny* s'est également rendu au Canada en novembre.

Parmi les autres visites importantes qui ont marqué l'année, mentionnons une mission sénatoriale chargée d'étudier l'incidence de l'information de la société canadienne, mission présidée par l'ex-ministre français du Travail; une visite au Canada à la fin d'août par des sénateurs français du «Groupe d'Amitiés France-Canada»; et une visite du secrétaire d'Etat à l'Education de la France à Ottawa, Vancouver et Toronto en octobre pour promouvoir la coopération franco-canadienne en matière d'enseignement d'une langue seconde.

Dans le domaine technique, on a inauguré en septembre, en présence de ministres et de fonctionnaires de la France et du Canada, un télescope construit conjointement par les deux pays sur le mont Kauna à Hawaï.

## Europe de l'Est

Nos relations avec l'Europe de l'Est ont été marquées par des débouchés commerciaux accrus, des consultations politiques et commerciales bilatérales ainsi que d'autres discussions portant sur le développement des contacts universitaires et culturels, l'amélioration des services consulaires et la préparation de la Conférence de la CSCE de 1980.

Nos relations avec l'URSS ont permis la tenue, à Ottawa en avril, de consultations fructueuses et approfondies entre hauts fonctionnaires. Ces consultations, qui visaient à faire le point sur les questions internationales et bilatérales, ont été suivies en septembre d'une rencontre utile à l'Assemblée générale des Nations Unies entre le secrétaire d'Etat aux Affaires extérieures et le ministre soviétique des Affaires étrangères. Les deux rencontres ont permis de souligner le fait que si les deux pays ne sont pas toujours d'accord, ils peuvent travailler de concert à la solution de problèmes communs. Par exemple, les deux parties ont accepté la tenue d'une réunion spéciale pour passer en revue les problèmes consulaires et connexes. Cette réunion, qui a eu lieu en octobre, a permis de résoudre un certain nombre de problèmes particuliers, mais on y a aussi convenu d'entreprendre des discussions en vue de la conclusion d'une convention consulaire bilatérale.

Après une semaine de négociations à Moscou sur un nouveau programme d'échanges scientifiques, universitaires et culturels pour 1980-1981, les parties sont parvenues à s'entendre sur un programme qui se distingue par son évaluation réaliste des perspectives de coopération et par le dosage équilibré des avantages que compte en retirer chaque partie. Dans le domaine commercial, l'année a vu le maintien des tendances des années précédentes vers un accroissement des échanges d'articles manufacturés.

Mais il y a également eu des déceptions. Les réalisations au chapitre de la réunion des familles sont toujours mitigées, un certain nombre de cas étant en voie de règlement mais un grand nombre d'autres attendant des décisions favorables de la part des autorités soviétiques. Les relations ont également été compliquées par l'expulsion d'un universitaire canadien d'URSS ainsi que par divers incidents



ont été grandement rehaussées par la visite du Premier ministre de la France, M. Raymond Barre, laquelle a constitué une étape importante dans le renforcement de ces relations. Des résultats concrets ont été réalisés dans le secteur économique. Par exemple, il a été annoncé qu'on ferait appel à la technologie française pour des études de faisabilité de la liquéfaction et de l'exploitation du gaz de l'Arctique. En outre, il y a eu signature de trois accords concernant l'extradition, le transfèrement des délinquants et la sécurité sociale, ce dernier constituant un accord-cadre en vue de la préparation de protocoles d'entente distincts entre les responsables français de la sécurité sociale et les provinces canadiennes.

Les ministres qui accompagnaient M. Barre ont également eu d'importants entretiens avec leurs homologues fédéraux. Ainsi, le secrétaire d'Etat auprès du ministre français des Affaires étrangères a eu des entretiens avec le secrétaire d'Etat aux Affaires extérieures; le ministre français de la Culture et des Communications s'est entretenu de la coopération dans le domaine des industries culturelles avec le secrétaire d'Etat du Canada; et le secrétaire d'Etat aux Petites industries a échangé des vues avec le ministre d'Etat à la Petite entreprise du Canada.

Le rythme des activités dans un certain nombre de secteurs s'est accéléré à la suite de la visite du Premier ministre de la France. C'est ainsi que M. Barre, assistant en avril au Congrès national de l'Association France-Canada (Lyon), a souligné publiquement les perspectives qu'offre à la France un Canada désireux de diversifier ses relations économiques et commerciales à l'étranger. Alors que des représentants canadiens visitaient la France pour expliquer la politique industrielle de leur pays et explorer les possibilités de créer avec la France des coentreprises spécialisées dans des pays tiers, des industriels et des responsables français de l'énergie venaient étudier les possibilités d'achat et de coproduction de charbon canadien. L'accord technique signé dans le domaine de la télévision interactive suscitera peut-être des coentreprises prometteuses en matière de télécommunications. Les relations commerciales ont continué de se développer, les échanges entre les deux pays représentant globalement quelque 1,4 milliard de dollars.

La Commission mixte France-Canada pour les affaires culturelles s'est réunie à Paris en juin; les discussions avec les représentants français se sont centrées sur un certain nombre de projets conjoints que le gouvernement fédéral pourrait mettre en oeuvre en collaboration avec les provinces. Le premier ministre de la Saskatchewan a visité la France et d'autres pays européens en automne pour discuter de la vente possible d'uranium et d'autres minéraux provenant de cette province. En décembre, le secrétaire d'Etat aux Affaires extérieures, Flora MacDonald, s'est rendu en visite officielle à Paris; elle voulait, par cette première visite, souligner l'importance des relations canado-françaises.

Le Canada et le Royaume-Uni collaboreront étroitement au sein de l'OTAN, du Commonwealth, de l'ONU, lors des sommets économiques et des réunions du Groupe de contact sur la Namibie.

Les contacts entre fonctionnaires des deux pays ont été nombreux au cours de l'année et les premiers ministres canadien et britannique se sont entretenus à la faveur des discussions du Sommet économique de Tokyo, en juin, et lors de la réunion des chefs de gouvernement du Commonwealth tenue en août à Lusaka. Les ministres des Affaires étrangères des deux pays se sont rencontrés à plusieurs reprises, en particulier au Sommet de Tokyo et à la réunion des ministres de l'OTAN qui a eu lieu à Bruxelles en décembre. Les questions économiques bilatérales et multilatérales ont été discutées lors de la visite qu'a effectuée au Canada en novembre le ministre d'Etat au Commerce de la Grande-Bretagne. Plusieurs dirigeants et représentants provinciaux ont également visité le Royaume-Uni pendant l'année, notamment les premiers ministres de l'Ontario, du Manitoba, de la Saskatchewan et de la Nouvelle-Ecosse.

De nombreuses questions bilatérales ont été traitées pendant l'année; un élément fort positif du point de vue canadien a été la décision prise par les Britanniques vers la fin de l'année de ne pas démanteler les opérations londonniennes d'Air Canada de l'aéroport d'Heathrow à celui de Gatwick.

En 1979, il y a eu accroissement sensible du nombre des visites et contacts entre le Canada et la République fédérale d'Allemagne. Le ministre de l'Economie de la RFA a visité le Canada et eu des entretiens étendus sur des questions économiques et commerciales avec plusieurs ministres canadiens. En avril s'est tenue à Bonn la première série de consultations économiques de haut niveau. Peu après, un groupe d'industriels et d'investisseurs allemands influents (Fédération allemande des industries) a effectué une tournée du Canada pour se documenter et évaluer les possibilités d'accroître les échanges entre le Canada et la RFA. Cette mission a permis l'étude d'un certain nombre de projets de coopération. Pendant l'été, des parlementaires allemands sont venus au Canada pour des discussions et une visite du Camp Shilo, au Manitoba, où le Canada assure la formation de militaires des forces ouest-allemandes. Le président du Sénat a visité plusieurs villes allemandes, alors que son homologue, le président du Bundestag et maire de Berlin, a visité le Canada et s'est entretenu avec des ministres canadiens sur diverses questions politiques et économiques. Les tendances actuelles semblent appeler un élargissement de nos échanges commerciaux avec la RFA. En 1979, la valeur de nos exportations globales vers ce pays a été de 1,4 milliard de dollars, ce qui représente un accroissement de 75 pour cent par rapport à 1978. En conséquence, le Canada est passé du 25<sup>e</sup> au 20<sup>e</sup> rang des fournisseurs de la RFA, ce pays devenant son quatrième marché bilatéral d'exportation.

En février 1979, les relations du Canada avec la France



des plus importants partenaires commerciaux du Canada; des objectifs politiques communs favorisent une coopération étroite avec ces pays au sein de nombreuses assemblées telles que l'OTAN, les Nations Unies et les sommets économiques; les échanges culturels sont nombreux et diversifiés. Dans le cas de la Norvège, de la Suède, de la Finlande et du Danemark, des points communs, à savoir un environnement et une culture comparables, ont mené à une étroite coopération sur des questions comme le droit de la mer, le milieu marin, l'environnement dans l'Arctique, l'exploitation des ressources pétrolières sous-marines, la science et la technologie et les études sur le Grand Nord.

Les relations avec le Danemark ont pris une nouvelle importance en 1979 lorsque le Groënland—l'un des voisins du Canada—s'est vu accorder l'autonomie interne en mai. (La politique étrangère et la défense ainsi que l'administration des ressources naturelles continuent de relever du gouvernement de Copenhague.) Un certain nombre de visites réciproques de représentants du Canada et de la Scandinavie ont eu lieu, dont la visite d'une délégation canadienne à Reykjavik (Islande) en octobre pour tenir des consultations avec des fonctionnaires et des parlementaires islandais sur des questions politiques et stratégiques liées à l'Atlantique Nord.

Les relations avec les pays du Bénélux ont été favorisées par de nombreux échanges et visites. Un groupe de parlementaires belges a visité le Canada en octobre. Le président du Sénat, le premier ministre de l'Ontario et le commissaire aux langues officielles se sont rendus en Belgique en 1979. Une importante mission néerlandaise, dirigée par le vice-ministre du Commerce extérieur des Pays-Bas a effectué une tournée au Canada afin de rechercher des moyens d'accroître la coopération industrielle entre les deux pays.

Nos relations avec l'Italie reçoivent leur impulsion d'une importante collectivité italo-canadienne, ainsi que de nombreux contacts et visites à tous les niveaux. Les plus importantes visites au Canada pendant l'année ont été celles des deux vice-ministres des Affaires étrangères de l'Italie. Le ministre d'Etat au multiculturelisme a également eu des entretiens à Rome avec son homologue italien. Un accord italo-canadien de sécurité sociale entre en vigueur en 1979 autorise la conclusion d'accords subsidiaires avec l'Ontario et le Québec sur les questions de dédommagement en cas d'accident.

En 1979, les relations avec l'Espagne, le Portugal, la Grèce et la Turquie ont à nouveau connu une évolution favorable. Le Canada a poursuivi ses négociations avec l'Espagne concernant les bateaux de pêche espagnols à l'intérieur de la zone canadienne de 200 milles, et il a versé 1,8 millions de dollars pour alléger le sérieux problème de balance des paiements de la Turquie.

Le Royaume-Uni reste pour le Canada la première source d'immigration, la deuxième source d'investissements étrangers, et le troisième marché d'exportation. (Les exportations canadiennes en Grande-Bretagne s'élèvent à près

concrets. La structure de base de la relation Canada/CB s'est maintenant développée, et il est clair que des progrès importants sont en voie de réalisation. En 1979, la valeur des échanges bilatéraux entre le Canada et les neuf Etats membres a atteint 12,8 milliards de dollars, soit un accroissement de 3,3 milliards par rapport à 1978, et les exportations canadiennes vers la Communauté ont représenté 7,2 milliards de dollars contre 4,8 milliards l'année précédente (soit un accroissement de 48,5 pour cent); les tendances actuelles sont donc encourageantes. L'excédent de nos transactions sur marchandises avec la Communauté est passé de 210 millions de dollars en 1978 à 1,6 milliard en 1979.

## Relations Est-Ouest

L'un des grands objectifs de la politique étrangère du Canada depuis 1945 est de contribuer à la réduction des tensions créées par l'alignement Est-Ouest résultant de la Seconde Guerre mondiale (voir le chapitre 1 à la Partie A). S'il reste partisan de la sécurité collective et d'une Alliance atlantique forte, le Canada a cherché toujours davantage à souligner l'important rôle politique joué par l'OTAN dans la réduction des grandes causes du conflit Est-Ouest. Ainsi, il a toujours été un ardent défenseur de la détente.

Le Canada s'est également efforcé de développer ses liens avec les pays communistes d'Europe de l'Est, non seulement pour les avantages qu'il peut en retirer en termes d'intensification des échanges, de coopération scientifique et technique et de relations culturelles, mais également parce que l'établissement de tels liens peut contribuer à alléger les tensions Est-Ouest.

Plus récemment, le Canada a cherché à réduire ces tensions dans le cadre de la Conférence sur la sécurité et la coopération en Europe (CSCPE). En 1979, conformément aux décisions prises à Belgrade, la dernière des trois réunions d'experts de la CSCPE (sur la coopération dans la mer Méditerranée) s'est tenue en février à La Valette à Malte. La délégation canadienne était dirigée par l'ambas-

sadeur du Canada au Portugal.

Pendant l'année, on a continué à préparer la conférence de révision de la CSCPE qui doit se tenir à Madrid à l'automne de 1980. Le coordonnateur pour le Canada et ambassadeur itinérant pour la CSCPE a eu, avec les représentants de nombreux pays, des consultations au cours desquelles il a souligné l'importance que le Canada attache aux objectifs humanitaires de l'Acte final d'Helsinki ainsi qu'au rôle que joue l'individu dans la promotion du processus de la CSCPE.

## Europe de l'Ouest

Le Canada entretient des relations très étroites avec les nations de l'Europe de l'Ouest. La majorité des Canadiens sont d'origine européenne et nombre d'entre eux ont tous jours des liens avec leur pays d'origine; le Royaume-Uni, l'Allemagne de l'Ouest, la France et l'Italie sont au nombre

En 1979, le Canada a continué à mettre l'accent sur trois grands objectifs en Europe: l'expansion des relations commerciales, économiques, industrielles et techniques avec la Communauté européenne; la réduction des tensions sur le continent comme condition préalable de l'amélioration des relations Est-Ouest; et le renforcement des relations bilatérales avec tous les pays d'Europe, tant de l'Est que de l'Ouest. En cherchant à atteindre ces objectifs, le Canada a dû tenir compte d'un certain nombre de développements importants survenus pendant l'année, notamment l'établissement du Système monétaire européen, les Négociations commerciales multilatérales du GATT, les élections au Parlement européen et, vers la fin de l'année, les contraintes imposées à l'Alliance atlantique à la suite des événements survenus en Iran et en Afghanistan.

### Communauté européenne

La volonté du Canada d'élargir ses liens avec la Communauté européenne se fonde sur un désir de diversifier ses relations extérieures en fonction de ses intérêts, ainsi que de réduire sa vulnérabilité à l'égard des changements qui surviennent dans le monde. Le principal instrument de cette politique est l'Accord cadre de coopération commerciale et économique Canada/CE, conclu en 1976 pour favoriser la coopération économique et encourager les liens industriels entre les deux parties. L'Accord prévoit un cadre institutionnel et technique bien défini, dont les éléments les plus importants sont les réunions annuelles de haut niveau du Comité mixte de coopération ainsi que les réunions ordinaires des sous-comités chargés de secteurs d'activités spécifiques. Des réunions semi-annuelles de hauts fonctionnaires sont organisées alternativement à Ottawa et à Bruxelles pour passer en revue les progrès réalisés, esquisser les programmes et les priorités et étudier les problèmes particuliers. Les grandes lignes des relations Canada/CE sont tracées par les fonctionnaires d'Ottawa, en consultation avec les représentants provinciaux, et par la Commission européenne de Bruxelles, alors que leur mise en application se fait essentiellement à Bruxelles et à la délégation des CE à Ottawa.

Le rythme des activités dans tous les secteurs s'est accru chaque année depuis la signature de l'Accord cadre, constatation qui vaut tout particulièrement pour 1979. En janvier, le Canada et les CE ont annoncé un projet conjoint de recherche sur la production d'acier d'une valeur de 2 millions de dollars. En mars, des consultations semi-ann-

land.

En juin, les CE et le Canada ont signé un accord de pêche interrimaire qui, appliqué à titre provisoire depuis mars, contingente les prises des deux parties et prévoit une coopération en matière de gestion de stocks communs de poisson dans les eaux situées entre le Canada et le Groën-

En décembre, la troisième réunion annuelle du Comité mixte de coopération (CMC) s'est tenue à Bruxelles sous la coprésidence du vice-président de la Commission européenne et de l'ambassadeur du Canada auprès de la Commission européenne. Le Comité a convenu que les deux parties devraient intensifier leurs efforts afin de tirer mutuellement le plus grand avantage possible des NCM. On s'est également entendu pour accroître la coopération Canada/CE dans le domaine de l'exploitation et de la conservation de l'énergie en vue de permettre aux deux parties d'être mieux en mesure d'affronter le défi énergétique des années 80. Les coprésidents ont également signé un protocole d'entente par lequel le Canada accepte de fournir à la Communauté les techniques nécessaires à la mise au point d'équipement permettant d'identifier et de quantifier les épargnes industrielles d'énergie. Un énergibus a ensuite effectué une tournée des pays européens.

Comme par les années précédentes, contacts et visites ont été fréquents. Le vice-président et commissaire aux Affaires sociales de la Commission des CE a effectué une visite officielle de cinq jours au Canada en septembre. Deux autres hauts fonctionnaires des CE ont fait de brefs séjours au Canada en 1979. Le 1<sup>er</sup> octobre, le sous-secrétaire général de la Commission européenne a rencontré à Ottawa des représentants canadiens au sujet de certains développements en cours au sein de la Communauté. En décembre, le commissaire aux Politiques de développement a effectué une visite de quatre jours au Canada pour explorer les possibilités d'une nouvelle coopération entre les CE et le Canada en matière de planification et de financement des projets de développement dans le tiers monde.

En signant l'Accord cadre en 1976, on a reconnu qu'il faudrait passablement de temps pour obtenir des résultats





est venu grossir les rangs des Etats nouvellement indépendants. Sur le plan économique, les problèmes de la région ont persisté alors que dans plusieurs pays les difficultés de balance des paiements se sont accrues à un rythme alarmant. Le chômage a continué à augmenter, surtout chez les jeunes, tandis que l'émigration de la main-d'oeuvre qualifiée a intensifié les problèmes qui se posent dans les secteurs public et privé.

L'intérêt que notre pays porte à la stabilité et à la croissance économique de la région a été renforcé en janvier par la signature de l'Accord de coopération commerciale et économique entre le Canada et les Etats membres du Caricom, lequel remplace l'Accord commercial de 1925 entre le Canada et la Fédération des Indes occidentales. Premier du genre entre le Canada et un groupe d'Etats du tiers monde, le nouvel accord comporte des dispositions propres à faciliter les échanges bilatéraux et la coopération financière et technique et ouvre de nouveaux horizons, en particulier dans le secteur de la coopération industrielle. On s'attend qu'il donne naissance à un grand nombre d'activités financées par des capitaux canadiens et antillais. En novembre, le Canada a été l'hôte de la première réunion du Comité commercial et économique conjoint créé aux termes de l'Accord Canada/Caricom; le comité a pour mandat d'examiner les progrès réalisés et de permettre à ses membres de se concentrer sur des questions économiques d'intérêt commun. En 1979, les exportations du Canada dans les Etats du Caricom se sont élevées à 257 millions de dollars; la valeur des échanges en sens inverse a été de 114 millions, tandis qu'un certain nombre de projets de coopération industrielle ont été mis en train.

Afin d'aider la région à résoudre ses graves problèmes économiques et de développer, le Canada a participé en juin à la seconde réunion annuelle du Groupe des Caraïbes pour la coopération en matière de développement économique (GCCDE); en octobre, il a annoncé l'octroi d'une subvention de 10 millions de dollars au titre de lignes de crédit et de projets d'aide à la Jamaïque, à la Barbade et aux îles Leeward et Windward. Un représentant du Canada a été invité à siéger au sein du comité consultatif spécial du GCCDE qui s'est réuni en novembre afin d'examiner les projets proposés à l'échelle régionale. Le Canada a aussi pris part à une seconde réunion tenue par les « Amis de la Jamaïque » dans le but d'aider ce pays à résoudre ses difficultés économiques. Le Canada a par ailleurs joué un rôle actif au sein de la Banque de développement des Caraïbes. Enfin, les programmes d'aide au développement mis en oeuvre par l'ACDI ont continué à viser principalement

ment la création d'emplois productifs; cette partie du monde demeure celle où la valeur de l'aide canadienne par habitant est la plus élevée.

En 1979 encore, on a constaté un important mouvement de personnes entre le Canada et les Caraïbes du Commonwealth. La région a accueilli quelque 400 000 touristes canadiens fuyant les rigueurs de l'hiver, tandis que près de 7 400 immigrants originaires des Caraïbes du Commonwealth sont venus grossir le secteur antillais de la société canadienne. Les universités canadiennes ont continué d'accueillir des étudiants antillais et, enfin, quelque 4 400 personnes sont venues au Canada en 1979 pour occuper des emplois temporaires dans le secteur agricole dans le cadre du Programme des travailleurs saisonniers des Caraïbes.

En novembre, six journalistes antillais ont été invités à effectuer un voyage au Canada qui leur a permis d'approfondir leur connaissance du pays. Plusieurs bâtiments de la marine canadienne se sont rendus aux Caraïbes, faisant escale aux Bermudes, aux Bahamas, à Antigua, à Grenade, à Saint-Christophe-et-Nièves, à Sainte-Lucie et à la Barbade.

La coopération entre le Canada et les Etats des Caraïbes du Commonwealth est demeurée étroite au sein des instances internationales en 1979. A la Trente-quatrième session de l'Assemblée générale des Nations Unies, les Caraïbes du Commonwealth ont appuyé une résolution coparrainée par le Canada visant l'indépendance et l'intégrité territoriale de Belize.

Le volet visites des relations avec les Caraïbes du Commonwealth a été d'importance en 1979. En janvier, le secrétaire d'Etat aux Affaires extérieures, accompagné de trois parlementaires et de sept hommes d'affaires canadiens, s'est rendu en Jamaïque, à la Barbade et à Sainte-Lucie aux fins d'entretiens bilatéraux et pour la signature de l'Accord de coopération commerciale et économique Canada/Caricom. Des parlementaires ont représenté le Canada aux festivités marquant le 250<sup>e</sup> anniversaire du Parlement des Bahamas, ainsi qu'à celles marquant l'indépendance de Saint-Vincent et l'inauguration de l'aéroport Grantley-Adams à la Barbade, conçu et construit avec l'aide du Canada. Les Premiers ministres de Grenade et de la Dominique sont venus en visite officielle au Canada en 1979.

Les relations interpersonnelles, qui contribuent à resserrer les liens unissant le Canada aux Caraïbes du Commonwealth, ont été renforcées par de nombreuses visites à caractère privé dont celles des Premiers ministres de la Jamaïque, de la Barbade et des Bahamas et celle du Gouverneur général des Bahamas.

Le Canada a maintenu un haut niveau de participation dans les organisations latino-américaines du système inter-américain. Grâce à son statut d'observateur permanent auprès de l'Organisation des États américains (OAS), le Canada a pu suivre ce qui s'y passait et contribuer à la coordination des activités dans les organismes régionaux spécialisés dont il est membre. En 1979, les Canadiens ont occupé des postes supérieurs dans l'Organisation panaméricaine de la santé, l'Institut panaméricain de géographie et d'histoire et l'Institut interaméricain des sciences agricoles.

Au Mexique, le taux de croissance économique a été de l'ordre de 8 pour cent, le pétrole étant largement responsable de ce phénomène. De nouveaux gisements de pétrole ont été découverts en 1979. Le Président Lopez Portillo s'est rendu aux Nations Unies en automne pour y proposer un programme énergétique devant favoriser les pays en développement.

La négociation de projets d'accords sur la coopération industrielle et énergétique a été l'événement marquant des relations canado-mexicaines en 1979. Ceux-ci prévoyaient un approvisionnement en pétrole mexicain et une participation canadienne au développement industriel du Mexique. Par ailleurs, près d'un quart de million de Canadiens ont choisi le Mexique pour des vacances d'hiver en 1979.

Le Président du Sénat a assisté à l'investiture du Président du Venezuela, le Dr Herrera Campins, en mars 1979. Le Venezuela demeure notre principal partenaire commercial en Amérique latine avec des échanges totalisant 2,25 milliards de dollars. Notre déficit commercial avec ce pays a atteint 858 millions de dollars en 1979, soit une augmentation de 43 pour cent par rapport à l'année précédente.

Le Président du Sénat a également assisté à l'investiture du Président Figueredo au Brésil. Ce dernier a poursuivi vigoureusement la politique de libéralisation des institutions politiques préconisée par son prédécesseur. Le Canada a continué à accroître ses relations avec le géant latino-américain qu'est le Brésil, et a été l'hôte de la première réunion de travail d'un sous-groupe sur l'agriculture créé en 1978 lors de la deuxième réunion de la Commission mixte canado-brésilienne.

L'aide au développement et le commerce constituent les éléments prédominants de nos relations avec les pays andins (Colombie, l'Équateur, Pérou et Bolivie). Les échanges commerciaux avec l'Équateur et la Bolivie ont baissé respectivement de 30 pour cent et 18 pour cent en 1979. Le ministre d'État au Commerce international a assisté à l'investiture du Président de l'Équateur, M. Roldos, en juillet. En Bolivie, le Congrès a élu le Président de l'Assemblée, Lidia Gueiler, à la présidence de la République, préparant ainsi la voie à de nouvelles élections. Au Pérou, une Assemblée constituante a été élue. La situation financière du Pérou s'est améliorée sensiblement au cours de l'année.

En 1979, après dix années d'existence, le Pacte andin s'est penché davantage sur les questions de politique étran-

### Les Caraïbes du Commonwealth

En 1979, de nombreux événements se sont produits dans les Caraïbes du Commonwealth, tandis que le Canada continuait d'attacher une importance primordiale à cette région à laquelle l'unissent de nombreux liens politiques, économiques, culturels et sociaux. D'importants changements de gouvernement sont intervenus dans les Caraïbes orientales, témoignant de l'évolution politique de l'ensemble de la région. À Sainte-Lucie, après avoir mené le pays à l'indépendance en février, le gouvernement de M. John Campion a été défait aux élections par le Parti travailliste. À Grenade, en mars, le régime de M. Eric Gairy a été renversé et remplacé par le gouvernement révolutionnaire du Peuple. Quant à la Dominique, elle a connu, en juin, une crise constitutionnelle qui a conduit à la mise en place d'un gouvernement provisoire. En octobre enfin, Saint-Vincent

gère. Ainsi, les pays du Pacte ont adopté une position commune à l'occasion de la Conférence des pays non-alignés à la Havane, et ils ont unanimement condamné le régime Somoza au Nicaragua et le coup d'État du colonel Natusch Bush en Bolivie. Le Canada suit de près les initiatives du Pacte andin et maintient un conseiller auprès de cette organisation.

Nos exportations en Argentine ont augmenté de façon spectaculaire, passant de 96 millions de dollars en 1978 à 280 millions en 1979. Soulignant l'importance de nos relations commerciales avec ce pays, le ministre d'État au Commerce international s'y est rendu en septembre. Le Canada espérait vendre un deuxième réacteur nucléaire à l'Argentine, mais le contrat a été donné à des concurrents allemands. La Commission interaméricaine des droits de l'homme s'est rendue en Argentine sur l'invitation du gouvernement de ce pays et lui a remis son rapport pour commentaires.

Le commerce et les investissements canadiens au Chili ont continué à prospérer; les ministres des Affaires étrangères des deux pays se sont rencontrés à l'occasion de l'Assemblée générale des Nations Unies, le premier contact de ce genre entre les deux pays depuis 1973.

Les pays non alignés se sont réunis à la Havane en septembre 1979. À cette occasion, l'unanimité n'a pas été complète en ce qui a trait à l'orientation future du mouvement. Le commerce entre le Canada et Cuba s'est accru de 30 pour cent en 1979. Le Président de la Banque de Cuba a visité les milieux financiers canadiens, et le ministre de l'Électricité s'est rendu à la Baie de James pour y visiter les installations de l'Hydro-Québec.

La République Dominicaine a été dévastée par un ouragan au cours de l'été 1979, et le gouvernement canadien a versé 950,000 dollars à diverses entreprises de secours et de reconstruction au bénéfice de ce pays.

Le Canada compte trois nouveaux consulats honoraires en Amérique latine depuis 1979; ils sont à La Paz, Asuncion et Saint-Domingue.



Amérique Centrale et du Sud

La situation politique en Amérique latine a été dominée

par les événements qui sont survenus en Amérique centrale.

Au Nicaragua, le renversement de la dictature de Somoza

par le Front sandiniste de libération nationale a constitué

l'événement marquant. Le Canada a reconnu le nouveau

régime le 24 juillet 1979, et a contribué à la reconstruction

de ce pays dévasté par la guerre civile; il y a transporté

gratuitement, par avion, des biens recueillis par le Congrès

du Travail du Canada; il a versé 355 000 dollars à la Société

internationale de la Croix-Rouge et 200 000 dollars au Fonds

administré par l'Ambassade du Canada (située à San José);

il a suppléé aux fonds rassemblés par les organisations non

gouvernementales. La guerre civile a causé d'innombrables

morts et une diminution du produit national brut de l'ordre

de 25 pour cent. La chute de Somoza a été perçue comme

une grande victoire par les partisans des droits de l'homme

et de la justice sociale.

L'instabilité politique s'est aggravée au Salvador; la

nouvelle junte issue du coup d'Etat du 15 octobre, débordée

autant par la gauche que par la droite, n'a pas réussi à

imposer les réformes jugées indispensables. Les occupa-

tions d'ambassades et d'édifices publics sont devenues

monnaie courante et les assassinats politiques très nom-

breux. Au Guatemala, la violence politique a continué de

sévir à un rythme soutenu.

Les membres de la Garde nationale de Somoza réfugiés

au Honduras ont causé une certaine tension entre ce pays et

le Nicaragua. D'un autre côté, le Honduras a enregistré des

progrès dans son différend avec le Salvador. Cette instabi-

lité politique, qui a causé la fermeture temporaire de

certaines frontières, n'a pas facilité la réalisation des buts du

Marché commun central-américain. Plus au sud, à Panama,

l'approbation par le Congrès américain de la réglementation

concernant la mise en application du traité du Canal a été

interprétée comme un élément positif dans les rapports entre

les États-Unis et l'Amérique latine.

L'Etat de l'économie latino-américaine s'est sensible-

ment amélioré en 1979, et le produit intérieur brut a

augmenté de 6,5 pour cent en 1979. Les trois économies les

plus fortes, celles du Brésil, du Mexique et de l'Argentine,

ont largement contribué à cette croissance; notons qu'en

Colombie et au Chili on a enregistré un fort taux de

croissance économique pour la deuxième année consécu-

tive. Sur le plan extérieur, le déficit au compte courant de la

balance des paiements a augmenté considérablement pour

dollars. La dette extérieure de l'Amérique latine a augmenté

de 41 pour cent en 1978 à 51 pour cent en 1979.

Les exportations canadiennes en Amérique latine ont

atteint 2,4 milliards de dollars en 1979. Le Venezuela, qui

est demeuré notre cinquième client à l'échelle mondiale, a

absorbé près de 700 millions de dollars dont plus de 60 pour

cent représentent des pièces d'automobiles. Le Brésil vient

en second lieu avec 417 millions de dollars, suivi de

Mexique (236 millions). En plus des pièces d'automobiles,

nos exportations se composent surtout de blé, d'aluminium,

d'amiante et de papier journal. D'autre part, une mission du

ministère de l'Industrie et du Commerce s'est rendue à

Panama, à Costa Rica, au Honduras, au Salvador et au

Guatemala en janvier dans le but de favoriser l'expansion

des échanges commerciaux avec la région.

Nos importations en provenance de l'Amérique latine se

chiffraient à 2,7 milliards de dollars en 1979. Le pétrole

venézuélien, lequel constitue 40 pour cent de nos importa-

tions pétrolières, en représentait les 60 pour cent. Nous

avons aussi importé du café brésilien, des fruits et légumes

mexicains et du sucre cubain.

Le Canada a suivi de près les événements touchant les

droits de l'homme survenus dans divers pays d'Amérique

latine. Ses représentants au sein de diverses instances

internationales ont exprimé son souci de voir ces droits

mieux respectés dans le monde et ont fait des démarches

auprès des gouvernements latino-américains lorsqu'une in-

tervention semblait justifiée.

Au cours de 1978-1979, la part des déboursés bilatéraux

de l'ACDI intéressant l'Amérique latine a été de 9 pour

cent, soit un total de 47 millions de dollars en prêts et en

dons. Conformément à la politique de l'ACDI qui consiste à

aider les pays les plus pauvres, Haïti a reçu 11 millions de

dollars dont la plus grande partie a servi à financer un

programme de développement rural intégré. Le Honduras

est le deuxième bénéficiaire régional de l'aide canadienne

avec 9,9 millions de dollars consacrés principalement à un

projet forestier. La Colombie vient au troisième rang avec

8,8 millions de dollars pour des projets de développement

rural.





cet égard; outre ses fonctions de réglementation et de consultation, elle a effectué, à la demande des deux gouvernements, des études spéciales sur certaines questions d'intérêt commun.

La pollution atmosphérique transfrontière, y compris le transport des polluants atmosphériques sur de longues distances et les pluies acides, a été une préoccupation majeure pour le Canada et les États-Unis. En juillet 1979, les deux gouvernements ont annoncé leur intention de préparer un accord de coopération relative à la qualité de l'air. En matière de lutte contre la pollution atmosphérique, ils ont été considérablement aidés par la parution, en octobre, du premier rapport annuel du Groupe consultatif de recherche Canada-États-Unis, un organisme technique établi en 1978 pour coordonner la recherche sur la pollution atmosphérique dans les deux pays.

Le 19 décembre, le secrétaire d'État aux Affaires extérieures et l'ambassadeur des États-Unis ont signé un accord établissant un régime de gestion de la circulation maritime, y compris celle des pétroliers, dans la région du détroit de Juan de Fuca. Parmi les autres questions environnementales étudiées, mentionnons la protection du caribou migrateur dans l'Ouest de l'Arctique et le projet de dérivation Carri-son au Dakota du Nord. En outre, le Canada a continué à suivre de près le projet d'aménagement d'une raffinerie à Eastport, dans le Maine. Le problème des déchets nuisibles et toxiques, notamment dans la région des Grands lacs, préoccupe de plus en plus les deux gouvernements.

## Défense

Pendant l'année, la coopération canado-américaine s'est poursuivie sur une vaste gamme de questions bilatérales de défense. La Commission mixte permanente pour la défense a discuté de l'aventir des systèmes de défense aérienne de l'Amérique du Nord, de la production de défense et d'autres questions bilatérales. Une étude canado-américaine, entre-prise en 1978 et achevée en octobre 1979, a présenté aux deux gouvernements une série d'options liées à la défense aérienne du continent pour les vingt prochaines années.

de l'année de nouvelles livraisons de gaz naturel aux États-Unis; il s'agissait de la première hausse importante depuis dix ans. Ces exportations supplémentaires, considérées par l'Office national de l'énergie comme étant excédentaires aux besoins canadiens prévisibles, devaient stimuler l'exploration et l'exploitation au Canada et assainir notre balance des paiements, qui a été touchée par la hausse du prix du pétrole importé.

Des progrès ont été réalisés en vue de la construction du Gazoduc de la route de l'Alaska, projet canado-américain entrepris par le secteur privé afin que les États-Unis puissent utiliser le gaz de l'Alaska et que le Canada ait accès à ses gisements de gaz naturel du delta du Mackenzie.

Les échanges d'électricité entre les deux pays ont continué de s'accroître en 1979, reflétant les possibilités recensées dans une étude canado-américaine sur les échanges d'électricité entreprise en 1978 et publiée en mai 1979. Par ailleurs, les négociations sur le stockage de réserves pétrolières stratégiques américaines dans l'Est du Canada ont dû être interrompues pour permettre au gouvernement américain de réévaluer son programme. Le Canada et les États-Unis, de concert avec l'Alberta et la Saskatchewan, ont aussi réussi à négocier un protocole d'entente sur une coopération de R-D concernant les sables bitumineux et les huiles lourdes, et les deux pays ont continué de se consulter étroitement alors que les États-Unis se préparaient à prendre une décision sur la construction d'un nouveau port pétrolier et d'un pipeline destiné à acheminer le pétrole alaskan de la côte Ouest vers les raffineries du Centre-Ouest américain.

## Environnement

Le Canada et les États-Unis ont continué d'attacher beaucoup d'importance aux questions écologiques transfrontières. Depuis la signature du Traité sur les eaux limitrophes (en 1909) et la création de la Commission mixte internationale (CMI), ils cherchent ensemble des solutions mutuellement satisfaisantes aux problèmes que pose la protection de l'environnement le long d'une frontière commune. La CMI a continué de jouer un rôle non négligeable à

Bien que nos exportations d'huile légère aient pratiquement cessé en 1979, le Gouvernement a annoncé vers la fin brut américain dans l'Est du Canada.

Les événements d'Iran ont forcé le Canada à dépendre de plus en plus de ses propres ressources pétrolières, et à commencer plus tôt que prévu à réduire ses exportations d'huile légère aux États-Unis. Afin d'alléger les problèmes d'ajustement des raffineries du Centre-Ouest américain qui dépendent des approvisionnements canadiens, le Canada et les États-Unis ont élargi leur programme d'échanges pétroliers qui permet l'exportation de pétrole de l'Ouest canadien dans les États du Centre-Ouest en échange de livraisons de

L'énergie a continué d'être un important secteur des relations canado-américaines, les deux pays s'ajustant graduellement aux nouveaux développements énergétiques survenus tant sur la scène internationale que nationale. Lors de leur rencontre à Washington en mars, le Premier ministre Trudeau et le Président Carter ont fait le point sur les relations énergétiques et convenu d'établir un groupe consultatif pour faciliter la coopération bilatérale en matière énergétique. Le groupe s'est réuni deux fois en 1979 et a haut niveau entre les deux gouvernements pour ce qui est de la gestion d'un dossier énergétique de plus en plus important.

## Energie

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Pendant l'année, on a également réussi à renégocier des modifications tarifaires pour toute une gamme de fruits et de légumes, appliquant ainsi en bonne partie les recommandations d'un rapport de la Commission canadienne du tarif. On a également mené à terme avec succès les négociations sur le contingentement des importations canadiennes de poulet américain, appliqué pour soutenir le programme de gestion des stocks de poulet. La participation du secrétaire américain à l'Agriculture à la réunion du Conseil mondial de l'alimentation à Ottawa en septembre a permis la tenue de réunions avec des ministres canadiens pour passer en revue les perspectives et les politiques agricoles des deux pays et discuter de questions commerciales bilatérales particulières.

L'étroite interdépendance des économies canadienne et américaine crée parfois des situations dans lesquelles la législation américaine, et notamment son application extraterritoriale, entre en conflit avec les intérêts canadiens. Le Gouvernement est intervenu devant les tribunaux américains pour défendre ses intérêts relativement à la commercialisation internationale de l'uranium dans le cadre des procédures civiles antitrust intentées par des particuliers contre des producteurs d'uranium canadiens et autres. Il a également exprimé sa préoccupation quant aux aspects extraterritoriaux inacceptables d'un projet de loi déposé devant le Sénat américain (*Oil Windfall Acquisition Act*) et qui aurait pour effet de forclure d'importantes sources d'investissement et d'entraver le développement énergétique du Canada.

Les produits agricoles ont continué d'occuper une place prépondérante dans les échanges bilatéraux. L'année a été marquée par la conclusion d'un accord permettant une importante libéralisation des échanges agricoles bilatéraux dans le contexte des Négociations commerciales multilatérales, y compris un accord bilatéral visant à accélérer la mise en application de certaines réductions tarifaires toutes chères les produits agricoles. Cette libéralisation accélérée de viande, de fruits et de légumes, de céréales et d'oléagineux, de plants de repiquage, de poisson et de produits du

À la suite de la publication du rapport Reisman sur l'état de l'industrie de l'automobile, le Gouvernement a accordé une attention toute particulière à la stimulation des investissements et à l'insuffisance des activités de R-D au Canada. Il a annoncé une série de mesures pour promouvoir la recherche et le développement chez les fabricants canadiens de véhicules automobiles et de pièces. En outre, il a poursuivi ses consultations avec le Gouvernement américain en vue de limiter la concurrence que se livrent les divers paliers de gouvernement qui cherchent, par voie de stimulation, à attirer les investissements des fabricants d'automobiles.

En 1979, l'*Office of the U.S. Trade Representative* (USTR) a continué son étude d'une plainte déposée en vertu du *Trade Act* des États-Unis par un groupe de télédiffuseurs américains opérant à proximité de la frontière contre l'article 19.1 de la Loi canadienne de l'impôt sur le revenu, qui interdit la déduction aux fins de l'impôt sur le revenu des dépenses engagées pour diffuser de la publicité vers le Canada par l'entremise de stations en sol américain. L'USTR doit présenter une recommandation avant le 26 juillet 1980. En août 1979, des représentants canadiens et américains se sont rencontrés pour discuter de questions de télédiffusion frontalière, y compris de la plainte des télédiffuseurs américains. Il a été convenu que les deux gouvernements encourageraient les télédiffuseurs canadiens et américains privés à se consulter entre eux sur leurs problèmes de télédiffusion frontalière.

Certaines mesures fiscales américaines ont contribué au très lourd déficit de l'industrie touristique canadienne vis-à-vis les États-Unis, et elles ont continué à avoir un effet néfaste sur l'industrie canadienne des congrès. Le Gouvernement a réclamé des modifications à la législation américaine qui limite le nombre des exonérations fiscales accordées aux Américains assistant à des congrès à l'étranger et qui impose aux participants des limites de dépenses plus strictes et la présentation de comptes plus détaillés.

Le gouvernement canadien a songé à invoquer les droits que lui confère le GATT pour contre les effets préjudiciaux de l'embargo américain sur le thon et les produits canadiens à base de thon. Cet embargo a été imposé après que des thoniers américains eurent été arraisonnés sur la côte Ouest pour avoir pêché sans autorisation dans les eaux canadiennes.



La conduite des relations avec les États-Unis est demeurée en 1979 l'une des préoccupations et l'une des tâches les plus importantes et les plus complexes du Ministère. Des consultations se sont tenues sur une vaste gamme de questions politiques et commerciales bilatérales. D'importants progrès ont été réalisés sur un certain nombre de questions, et des efforts ont été faits pour résoudre les autres. L'énergie, l'environnement, les pêches et les frontières maritimes ont constitué les principaux éléments du dossier.

Malgré deux changements de gouvernement au Canada, ministres canadiens et américains se sont rendu de nombreuses visites. Le Premier ministre Trudeau est allé à Washington en mars. Il est regrettable que la visite que devait effectuer le Président Carter à Ottawa en novembre ait dû être remise en raison de la crise des otages en Iran. Les contacts personnels et les consultations entre parlementaires canadiens et membres du Congrès américain ont été favorisés par le Groupe interparlementaire Canada-États-Unis, qui a tenu sa vingtième réunion à Calgary en août.

Au cours de l'année, le Canada et les États-Unis ont continué de collaborer étroitement à la recherche de solutions à de nombreux problèmes politiques, économiques et sociaux, ainsi que dans les domaines des droits de la personne et de la sécurité. Cette collaboration a été particulièrement étroite à la suite des événements survenus en Iran.

### Frontières maritimes et pêches

En 1979, on a continué d'attacher la plus grande importance aux négociations bilatérales sur les frontières maritimes et les pêches, lesquelles ont été couronnées par la signature, le 29 mars, d'un accord canado-américain sur les ressources halieutiques de la côte Est et d'un accord sur les frontières maritimes, toutefois non encore ratifiés. L'accord soumettant le différend sur les frontières maritimes dans le golfe du Maine à l'arbitrage par tierce partie est directement lié à l'accord sur les ressources halieutiques, lequel prévoit une gestion coopérative permanente des stocks et l'accès à certains stocks de poisson d'intérêt commun.

En ce qui a trait à la côte Ouest, le Canada et les États-Unis ont conclu deux accords bilatéraux sur la pêche réciproque du poisson de fond et du flétan. Les discussions se sont poursuivies sur des arrangements visant le saumon, l'albacore, le hareng et d'autres espèces.

### Questions commerciales et économiques

Le Canada reste le premier partenaire commercial des États-Unis, et vice-versa. En 1979, les échanges canado-américains de marchandises ont représenté globalement plus de 90 milliards de dollars, le Canada enregistrant un léger excédent d'environ 170 millions de dollars. Un important déficit de 7,9 milliards de dollars au titre des opérations sur invisibles a toutefois entraîné un déficit de 7,8 milliards au compte global de ses opérations courantes avec les États-Unis.

Les relations commerciales canado-américaines seront sensiblement influencées par les résultats des négociations commerciales multilatérales. Lorsque les décisions prises à l'issue de ces négociations seront pleinement appliquées, on prévoit que plus de 90 pour cent des exportations canadiennes aux États-Unis seront frappées de droits de 5 pour cent ou moins, que près de 80 pour cent entreront en franchise, et que la réduction tarifaire moyenne sera d'environ 40 pour cent pour les articles passibles de droits échangés entre les deux pays. On a également conclu d'importantes ententes sur des mesures non tarifaires visant à mieux garantir la sécurité des marchés. Mentionnons à cet égard que les États-Unis reconnaissent la nécessité de faire la preuve du «préjudice important» avant d'imposer des droits compensateurs. Le Canada et les États-Unis attachent beaucoup d'importance au renforcement du processus prévu par le GATT pour le règlement des différends.

Quoique la plupart des échanges bilatéraux se fassent sans l'intervention des gouvernements, ces derniers se sont consultés fréquemment pour rechercher des solutions aux problèmes qui se posent. Dans ce contexte, les pratiques «d'achat de produits nationaux» ont fait l'objet de discussions bilatérales. Le Canada a cherché un assouplissement de la politique «d'achat de produits américains» qui, prévue dans le *Surface Transportation Assistance Act* de 1978, nuit aux efforts des sociétés canadiennes pour concurrencer les producteurs américains d'équipement de transport en commun. Les mesures de sauvegardes canadiennes et américaines, qui visent essentiellement les importations provenant de pays tiers, ont également causé des problèmes bilatéraux, notamment en ce qui concerne les exportations canadiennes d'attaches industrielles et d'actiers spéciaux. Des consultations bilatérales ont eu lieu pour tenter de régler ces deux questions ainsi que celle des exportations américaines de chausssures touchées par les contingents-ments imposés par le Canada en 1978.



## PARTIE B

# LE CANADA ET SES OBJECTIFS RÉGIONAUX

En plus de délégations permanentes auprès d'organismes internationaux, le Canada possède 117 ambassades et missions consulaires à travers le monde. Détaché du ministère des Affaires extérieures et de plusieurs autres ministères, le personnel affecté à ces missions effectue une variété de tâches au service des particuliers et des intérêts canadiens: contacts officiels et négociations avec les gouvernements étrangers, analyse des événements, développement des échanges commerciaux, visas et passeports, protection et conseils consulaires, projection de l'image du Canada au moyen d'activités culturelles et de programmes d'information, etc. Ce sont là les tâches quotidiennes de l'exercice des relations internationales. Les chapitres suivants font état des événements et de l'acquis à ce titre en 1979.



Consentants des besoins de ces Etats membres, les chefs de gouvernement ont invité les pays du Commonwealth et le Secrétaire général à poursuivre des programmes complémentaires d'assistance pour répondre aux demandes des petits Etats.

## Le Commonwealth des personnes

Le dynamisme du Commonwealth tient, en grande partie, à la présence active dans tous les pays membres de plus de deux cents associations non-gouvernementales oeuvrant dans les domaines parlementaire, éducatif, professionnel et autres. L'Association des Parlementaires du Commonwealth et la Société royale du Commonwealth sont au nombre de celles qui organisent des activités tout au long de l'année au Canada.

La Vingt-cinquième Conférence de l'Association des

parlementaires du Commonwealth s'est déroulée du 17 novembre au 2 décembre à Wellington, en Nouvelle-Zélande. La délégation du Canada était dirigée par le président de la section canadienne de l'Association. Les délégués ont eu l'occasion de discuter d'un nombre considérable de questions internationales allant de la situation économique à la paix dans le monde.

La Section canadienne de la Société royale du Commonwealth contribue à mieux faire connaître le Commonwealth grâce à ses activités diversifiées, dont la célébration—par un service oecuménique et d'autres manifestations—du Jour du Commonwealth. Avec l'aide du ministère des Affaires extérieures, la Société a parrainé à Ottawa, en avril, la Septième Conférence des étudiants du Commonwealth à laquelle ont participé plus d'une centaine d'étudiants de toutes les régions du Canada.

ses économies nationales et sur l'inquiétude que suscitent la lenteur de la croissance et les entraves à la coopération économique. Ils ont réaffirmé l'opinion que les changements structureaux sont intimement liés à un développement économique soutenu dans le monde. Les Ministres ont dit attendre avec intérêt le rapport d'experts, commandé par les dirigeants du Commonwealth réunis à Lusaka, dont l'objectif est de déterminer les moyens propres à réduire ou à éliminer les entraves à un changement de structure qui pourrait favoriser une amélioration soutenue de la croissance.

Les Ministres ont aussi profité de l'occasion pour passer en revue les programmes actuels du Commonwealth, y compris le Fonds pour la coopération technique; ils ont bien accueilli la décision visant à établir une section de coopération industrielle au sein de cet organisme en 1979-1980, si les moyens le permettent. Enfin, ils se sont montrés satisfaits de l'évolution d'une étude du Secrétariat et de la *Commonwealth Association of Tax Administrators* portant sur les marchés des capitaux.

## Secrétariat du Commonwealth

En 1979, le Secrétariat du Commonwealth (Londres) a continué d'administrer une série de programmes dans le domaine de l'aide au développement et des secteurs économiques connexes, des sciences et de la technologie, de la santé, de la jeunesse, de l'éducation et du droit.

La coopération industrielle a occupé une place importante dans les activités du Commonwealth en 1979. Le rapport final d'une équipe de spécialistes industriels du Commonwealth, sous la présidence du gouverneur de l'Etat de Jammu-et-Cachemire, en Inde, a été présenté à la Réunion des ministres du Commonwealth tenue à Bangalore, en Inde, du 5 au 7 mars. Se fondant sur les conclusions de ce rapport, les Ministres ont fait d'importantes recommandations prévoyant, notamment, la création d'une section de coopération industrielle au sein du Fonds du Commonwealth pour la coopération technique, la mise sur pied par le Secrétariat d'un programme de visites de sensibilisation à l'intention des administrateurs de petites entreprises, l'intensification de l'activité du Secrétariat dans le domaine du développement et de l'expansion des programmes de coopération bilatérale et multilatérale; les Ministres ont reconnu qu'il était nécessaire d'accorder au Fonds un financement supplémentaire de 5 millions de livres, échelonné sur trois ans, pour la coopération industrielle, et de constituer un groupe de travail pour étudier l'opportunité d'établir une société de capitaux à risque au sein du Commonwealth. Ils se sont mis d'accord pour que leurs recommandations soient portées à l'attention des chefs de gouvernement à Lusaka, où l'on a approuvé la création d'une section de coopération industrielle.

On s'est aussi penché longuement sur les problèmes des petits Etats et sur les secteurs particuliers qui devraient bénéficier d'une aide et se prêtent à la coopération.

assistaient les dirigeants ou les représentants de 39 pays membres. La délégation du Canada, dirigée par le Premier ministre, comprenait en outre le secrétaire d'Etat aux Affaires extérieures et le ministre d'Etat chargé de l'Agence canadienne de développement international. Les chefs de gouvernement se sont entretenus d'une variété de questions internationales d'intérêt commun, notamment des tendances politiques et économiques actuelles, de la rédaction d'une déclaration contre le racisme, des droits de la personne, et du dialogue Nord-Sud. Ils ont aussi examiné les progrès et le financement de la coopération au sein du Commonwealth, sujet qui touche à un grand nombre de programmes.

L'initiative qui a eu le plus grand retentissement a été le projet visant à trouver une solution durable et pacifique au Zimbabwe. C'est à Lusaka, en 1979, que furent prises les premières dispositions cruciales qui ont mené à l'indépendance du Zimbabwe et ont permis à ce pays de prendre sa place au sein des nations libres l'année suivante. L'élaboration d'un projet en neuf points pour la paix et l'autonomie au Zimbabwe et l'ambiance de cordialité et d'entraide qui a marqué la réunion de Lusaka ont mis en relief, une fois de plus, le caractère unique du Commonwealth et démonté son aptitude à promouvoir la coopération internationale et la paix dans le monde.

Les chefs de gouvernement du Commonwealth ont examiné la situation économique dans le monde et reconnu la nécessité de nouvelles initiatives dans ce domaine. Ils ont créé un groupe Nord-Sud chargé d'étudier la nature des entraves à la croissance (économique) au sein du Commonwealth, et d'aider les gouvernements à se préparer à la session extraordinaire de l'Assemblée générale des Nations Unies en 1980. Ils ont discuté de l'évolution de problèmes tels le Fonds commun, la sécurité de l'alimentation, l'énergie et le protectionnisme. Ils ont aussi passé en revue divers programmes de coopération au sein du Commonwealth et reconnu à la fois leur utilité et la nécessité de leur donner plus d'envergure. Enfin, ils ont réélus le Secrétaire général Ramphal pour un second mandat.

Comme par le passé, les ministres des Finances se sont réunis avant la tenue de la réunion annuelle du Fonds monétaire international et de la Banque internationale pour la reconstruction et le développement. La réunion s'est tenue à La Valette, à Malte, les 26 et 27 septembre. Les Ministres se sont entretenus des problèmes découlant d'une faible croissance, du protectionnisme, de l'instabilité mondiale, de l'inflation, et des problèmes touchant les pays en développement.

Les Ministres ont souligné combien il est important d'assurer un financement suffisant aux pays en développement, de mettre au point des politiques économiques nationales judicieuses, et de réduire les mesures protectionnistes. Ils ont manifesté leur inquiétude à l'égard des problèmes chroniques liés à la balance des paiements. Ils ont mis l'accent sur l'interdépendance croissante des diver-



thèmes: la condition des étrangers, la circulation des personnes et l'immigration de travailleurs.

L'Assemblée générale du Richelieu international a eu lieu à Toronto au mois de septembre. Des représentants de la France, de la Belgique et de l'Agence de Coopération culturelle et technique ainsi que des participants de toutes les régions canadiennes ont assisté à cette manifestation annuelle.

Une délégation de cinq personnes représentant la section des journalistes et de la presse de langue française (UJPLF) tenu à Ajaccio et à Paris du 29 septembre au 7 octobre 1979. Le thème principal de la rencontre fut «le français, langue de travail».

## LE COMMONWEALTH

Le Canada reste fermement attaché au Commonwealth, et en est toujours l'un des membres les plus actifs.

L'année 1979 a été importante pour le Commonwealth qui, non seulement a continué d'asseoir sa réputation d'organisation efficace en matière de consultation et de coopération internationale, mais a aussi offert le cadre ayant permis de désamorcer la crise qui couvait depuis des années au Zimbabwe (Rhodésie). De plus, le Commonwealth s'est agrandi. Avec l'adhésion de Sainte-Lucie, Kiribati (îles Gilbert) et Saint-Vincent, l'association comptait, à la fin de l'année, 42 membres parvenus à différents degrés de développement économique et réunissant diverses races, langues et cultures. Cette diversité va de pair avec tous les grands problèmes du monde contemporain et fait du Commonwealth une excellente tribune où des États égaux et souverains, partageant certains idéaux, peuvent collaborer par voie de consensus.

Le Canada a participé aux principales réunions ministérielles du Commonwealth tenues en 1979: la Réunion des chefs de gouvernement à Lusaka, en Zambie, du 1er au 8 août; la Réunion des ministres des Finances à la Valette, à Malte, les 26 et 27 septembre; la Réunion ministérielle de coopération industrielle à Bangalore, en Inde, du 5 au 7 mars. D'autres réunions au niveau de ministres et de hauts fonctionnaires ont porté sur les domaines de la santé, de l'éducation et de la jeunesse, et sur l'aide à donner aux petits États. En outre, le calendrier des activités en 1979 a été très chargé, donnant lieu à toute une série de réunions et de programmes non gouvernementaux. L'événement majeur de l'année sur le plan gouvernemental a été la Réunion des chefs de gouvernement du Commonwealth, tandis que la Vingt-cinquième Conférence des parlementaires du Commonwealth, tenue à Wellington, en Nouvelle-Zélande, du 17 novembre au 2 décembre, a été l'un des plus importants dans le domaine des activités non gouvernementales.

## Le Commonwealth des gouvernements

La Réunion bisannuelle des chefs de gouvernement du Commonwealth s'est déroulée à Lusaka du 1er au 8 août. Y

participèrent aux travaux. La délégation canadienne, dirigée par le Ministre de la Jeunesse, des Loisirs et des Affaires culturelles du Nouveau-Brunswick, comprenait, outre des représentants de cette province, des hauts fonctionnaires du Québec, de l'Ontario et du Manitoba. Le Vice-Premier ministre et ministre de l'Éducation du Québec a été désigné à la présidence en exercice de l'organisme jusqu'à sa prochaine session. La Trente-deuxième session a constitué un tournant pour la Conférence qui tend, de plus en plus, à devenir un organisme de coopération effective en éducation, orientation qui va de pair avec sa vocation originelle d'échange et de concertation dans ce domaine. Au terme de leurs travaux, les participants eurent l'occasion de séjourner brièvement à Fredricton.

## Organisations non-gouvernementales

Le gouvernement fédéral a aussi poursuivi en 1979 ses efforts visant à faciliter et à encourager la participation de Canadiens dans les activités de la francophonie internationale non-gouvernementale. Ce secteur comprend les associations professionnelles, culturelles et autres qui, utilisant une langue commune, se sont formées en vue de créer des liens de coopération et d'entente mutuelle. Ce secteur non gouvernemental oeuvre avec dynamisme à la réalisation des buts—coopération et dialogue culturel—que vise la francophonie toute entière.

L'Association internationale des parlementaires de langue française (AIPLF) a tenu sa X<sup>e</sup> Assemblée générale à Genève du 2 au 7 juillet 1979. La délégation canadienne comprenait des représentants de tous les partis politiques présents à la Chambre des communes. Pour marquer l'Année internationale de l'Enfant, les discussions de la X<sup>e</sup> Assemblée générale ont porté surtout sur les droits de l'enfant.

L'Association mondiale des médecins francophones (AMMF), conjointement avec la Société médicale des Antilles et Guyane françaises et l'Association des médecins de langue française du Canada, a tenu un Congrès tripartite du 2 au 7 octobre 1979 à Québec. Ce Congrès fut consacré à l'étude du phénomène du vieillissement.

L'Association des universités partiellement ou entièrement de langue française (AUPFLF) a poursuivi ses activités de promotion de la coopération interuniversitaire par l'organisation de colloques en Pologne, aux Seychelles et au Canada. Ses activités ont permis à maints professeurs et universitaires canadiens oeuvrant dans les domaines littéraires, culturels et médicaux, de se faire connaître dans des pays étrangers.

Le Conseil international de la langue française (CILF) a tenu ses assises annuelles à Québec du 21 au 28 octobre 1979. Cette rencontre fut doublée d'un colloque sur le français régional, la coopération scientifique franco-arabe et la linguistique africaine.

L'Institut de droit d'expression française, réuni à Dakar lors de son XII<sup>e</sup> Congrès, s'est consacré à l'étude de trois



L'Agence, le mode de nomination, les attributions et la désignation des principaux collaborateurs du Secrétaire général, et le fonctionnement de l'Agence. Aucune décision n'a pu être prise à la Conférence de Lomé sur les propositions de réforme. Les Etats membres ont été d'avis qu'une réflexion plus approfondie s'imposait sur cette question. Ils proposèrent la tenue à Paris en mars 1980 d'une Conférence générale extraordinaire.

La Conférence générale de Lomé a également examiné les programmes exécutés depuis la décision de la Conférence générale de l'île Maurice en 1975 en les regroupant autour de quatre thèmes, à savoir: le développement, l'éducation, la coopération scientifique et technique, la promotion des cultures et des langues nationales. Elle a donné son accord à l'addition de trois autres secteurs: la concertation, la formation et l'édition. Ainsi, au niveau de la concertation, il est prévu de tenir au Cameroun une réunion des Ministres chargés de la coopération; la possibilité d'une réunion des Ministres de l'Agriculture en 1980 ou 1981 sera étudiée. Un comité *ad hoc* aura pour mission de définir une politique générale de coopération culturelle dans le cadre des programmes de l'Agence.

Parmi les projets les plus notables figurant au programme de l'année 1980-1981, dont certains ne sont pas nouveaux, on peut citer l'aide à la création et à la diffusion d'oeuvres littéraires ou artistiques; la revalorisation des patrimoines culturels; le lancement de prospectives éducatives tendant à promouvoir l'utilisation de moyens de communication moderne; la promotion de la fabrication de matériel pédagogique; de la recherche sur les énergies nouvelles; les aménagements ruraux. Le secteur formation garde toute son importance grâce à l'Ecole Internationale de Bordeaux. Il s'agit d'un centre de perfectionnement des cadres des pays membres dont les stages s'inscrivent dans les programmes généraux de l'Agence; plus de trois cents cadres par an, y compris des stagiaires du Canada, participent à ces stages.

### Conférence sur la jeunesse et les sports

Exceptionnellement, la dixième session annuelle de la Conférence des ministres de la Jeunesse et des Sports des pays francophones, initialement prévue en novembre 1979, s'est déroulée à Cotonou, au Bénin, les 25 et 26 janvier 1980. La délégation canadienne était dirigée par l'Ambassadeur du Canada au Bénin et comprenait le ministre du Loisir, de la Chasse et de la Pêche du Québec, ainsi que des hauts fonctionnaires de l'Ontario. Les participants ont adopté un important programme d'action à la réalisation duquel le gouvernement canadien et ceux du Québec, du Nouveau-Brunswick et de l'Ontario contribueront.

### Conférence des ministres de l'éducation

La Trente-deuxième session de la Conférence des Ministres de l'Éducation des pays d'expression française s'est déroulée à Québec du 25 au 27 avril 1979. Des représentants de 29 pays et de 7 organisations internationales

sur le plan international et d'appuyer activement le rapprochement et la concertation avec les pays du monde francophone. La participation du Canada à la Francophonie est devenue un élément fondamental et permanent de sa politique; il y voit un instrument utile de dialogue et un cadre de coopération efficace. Les activités et rencontres auxquelles il a participé ont été particulièrement nombreuses en 1979 au sein des diverses institutions de la Francophonie, telles l'Agence de Coopération culturelle et technique, la Conférence des ministres de l'Éducation ainsi que celle des ministres de la Jeunesse et des Sports des pays d'expression française. Le Canada a également soutenu les nombreuses initiatives d'associations internationales francophones de caractère privé.

Parmi les événements particuliers, le Canada a accueilli à Québec la Conférence des Ministres de l'Éducation; il a reçu en visite officielle le Secrétaire général de l'Agence de Coopération culturelle et technique et a été l'hôte à Ottawa/Hull de la réunion du Comité du programme spécial de développement de l'Agence.

La recherche de dialogue et de solidarité s'est par ailleurs manifestée par la poursuite de l'étude du projet de Conférence de Chefs d'Etat et de gouvernement des Etats participant ou entièrement francophones. Le Président Senghor du Sénégal a consulté de nombreux pays susceptibles de s'y intéresser.

### Agence de Coopération culturelle et technique

Fondée en mars 1970 à Niamey au Niger, l'Agence de Coopération culturelle et technique est la chef de voûte des organisations internationales francophones. Elle comprend 28 Etats membres, 3 Etats associés (un quatrième Etat associé, la Mauritanie, a été admis le 26 mars 1980) et deux gouvernements participants. Son but est de développer entre les Etats partiellement ou entièrement de langue française, une coopération multilatérale dans les domaines apparentés à l'éducation, à la culture, aux sciences et aux techniques.

L'Agence a tenu sa Sixième conférence générale à Lomé au Togo, du 12 au 15 décembre. La Conférence générale, qui constitue l'instance supérieure de l'Agence, rassemble tous les deux ans les délégations de ses membres au niveau ministériel. La délégation du Canada était présidée par le Ministre d'Etat chargé de l'Agence canadienne de développement international. En faisaient également partie le ministre des Affaires intergouvernementales du Québec, le ministre de la Jeunesse, des Loisirs et des Affaires culturelles du Nouveau-Brunswick ainsi qu'un représentant de l'Ontario. Le Québec et le Nouveau-Brunswick détiennent l'un et l'autre le statut de gouvernement participant dans les institutions, activités et programmes de l'Agence.

La Conférence de Lomé revêtait une importance toute particulière car elle était chargée d'étudier une réforme en profondeur des textes fondamentaux de l'Agence. Cette réforme, qui a été l'objet de préoccupations depuis quelques années, portait sur la direction collégiale du Secrétariat de

famille. Le Canada a joué un rôle important dans son adoption. Etant donné qu'une bonne partie des questions dont elle traite tombe sous juridiction provinciale, le Gouvernement a l'intention d'instituer un processus de consultation avec les provinces afin que le Canada puisse y adhérer.

## Contribution financière du Canada à l'Organisation des Nations Unies

Le Canada a versé 17,5 millions de dollars au budget des Nations Unies pour 1979. Les dépenses sont réparties entre tous les Etats membres suivant un barème basé principalement sur le revenu national. La quote-part du Canada est de 3,04 pour cent et vient au neuvième rang. Le Canada verse aussi sa quote-part aux institutions spécialisées de l'ONU dont il fait partie; les dépenses à ce titre se sont élevées à plus de 27 millions de dollars pour l'année financière 1978-1979.

Des versements supplémentaires vont aux Forces de maintien de la paix des Nations Unies au Moyen-Orient: FUNU II, FNUOD et FINUL. Pour financer leurs opérations, on a mis au point un barème spécial qui accroît la part payée par les membres permanents du Conseil de sécurité et réduit le fardeau imposé aux pays les plus pauvres. En vertu de cet arrangement, la quote-part du Canada est également de 3,04 pour cent, s'élevant à 2,8 millions de dollars en 1978-1979 pour la FUNU II et la FNUOD. Pour la FINUL en 1978-79, des paiements d'environ 3,7 millions de dollars ont été effectués.

Dépassant de beaucoup les quotes-parts, s'ajoutent des contributions volontaires que le Canada verse au système onusien, contributions destinées principalement à l'aide au développement. Ici, le Canada accorde la priorité aux fonds généraux d'aide au développement, tels que le PNUD et l'UNICEF qui ont reçu environ 49 millions de dollars en 1979, ainsi qu'au Programme alimentaire mondial auquel il a versé 95 millions de dollars (10 millions en espèces et 85 millions en denrées).

Si le Canada choisit de concentrer son aide dans ces institutions onusiennes, c'est qu'il est l'un des principaux producteurs alimentaires du monde et qu'il préfère en principe acheminer son aide par le biais de fonds de développement généraux plutôt que par les divers fonds spéciaux constitués de temps à autre par les institutions spécialisées de l'ONU. Enfin, des contributions moins importantes, en espèces et en nature, sont allées à des programmes d'aide humanitaire et de secours aux réfugiés, aux victimes de l'apartheid, et aux victimes de catastrophes naturelles. La majeure partie de ces fonds a été acheminée par l'entremise de l'Agence canadienne de développement international.

## LA FRANCOPHONIE

En 1979, le Canada a pleinement participé à la vie de la Francophonie, désireux de prolonger sa dualité linguistique

s'efforcer de combler au cours des prochaines années. Le Fonds des Nations Unies pour l'enfance (UNICEF) a rédigé un rapport sur les mesures de relance devant être appliquées au niveau international pour consolider l'acquis de l'AIE.

Au cours des dernières années, le Canada a régulièrement manifesté son inquiétude au sujet de la tendance croissante des Nations Unies à instituer des «années spéciales» (Année de la Femme, etc.) pour souligner des problèmes pouvant présenter un intérêt particulier pour les Etats membres. Bien que d'accord avec leur objectif général qui est d'attirer l'attention mondiale sur des couches de population données, le Canada a maintenu que la prolifération de ces années spéciales a, en fait, réduit leur impact. Il a entrepris des démarches dans les capitales du monde pour obtenir l'appui des Etats membres sur cette question. Depuis, des directives et procédures ont été formulées sur la proclamation et la célébration de futures années internationales. Elles feront l'objet, lors de la session de printemps de l'ECOSOC, d'une analyse qui devait conduire à leur examen final et à leur adoption par la Trente-cinquième session de l'Assemblée générale des Nations Unies, en automne 1980.

Au cours de sa deuxième session qui s'est tenue à New York du 7 août au 8 septembre 1979, le Comité préparatoire de la Conférence mondiale de la Décennie des Nations Unies pour la Femme, qui se tiendra du 14 au 30 juillet 1980 à Copenhague, a abordé l'étude d'un projet de programme d'action pour la seconde moitié de la Décennie pour la Femme (1980-1985), et d'un programme d'assistance aux femmes d'Afrique australe. Ces deux questions, ainsi qu'une évaluation des progrès accomplis au cours des cinq dernières années, une étude spéciale des besoins sociaux et économiques des femmes palestiniennes et une analyse de la situation des femmes réfugiées sont inscrites à l'ordre du jour de la Conférence mondiale de 1980.

Le Canada a participé à la réunion annuelle de l'Assemblée de l'Organisation mondiale de la santé (OMS) qui s'est tenue à Genève du 8 au 25 mai 1979. L'un des faits marquants de l'Assemblée a été le débat sur l'établissement d'un plan d'action ayant pour objectif: La Santé pour Tous en l'An 2000—principal objectif de l'Organisation dans les décennies à venir. Cet objectif, tel que défini par l'Assemblée de l'OMS, vise à ce que tous les habitants de la planète jouissent, dès l'an 2000, d'un niveau de santé qui leur permettra de vivre une vie socialement et économiquement productive. Le Canada a exprimé son engagement envers cet objectif en coparrainant la Résolution WHA32-30.

Le 18 décembre 1979, l'Assemblée générale des Nations Unies a adopté une Convention internationale sur l'élimination de toutes les formes de discrimination à l'égard des femmes. Cette Convention est le fruit de cinq années de consultations menées par différents organes des Nations Unies. Elle comporte des mesures devant être appliquées par les Etats pour éliminer la discrimination dans divers domaines, dont la vie politique et publique, le droit à la nationalité, l'instruction, l'emploi, la santé, le mariage et la



## LES NATIONS UNIES

L'année 1979 a été une année d'activité intense pour le Canada aux Nations Unies. En plus de la Trente-quatrième session ordinaire de l'Assemblée générale, les agences et organismes spécialisés ont tenu un grand nombre de réunions importantes à travers le monde, dont deux au Canada. Ainsi, la cinquante-septième session ministérielle du Conseil mondial de l'alimentation s'est tenue à Ottawa du 3 au 7 septembre. Lors de cette réunion, le Canada a annoncé qu'il verserait 2 millions de dollars pour aider les pays en développement à élaborer une stratégie dans le domaine de l'alimentation; il s'agissait la d'une initiative importante. Par ailleurs, l'UNITAR (institution autonome au sein du système des Nations Unies, vouée à la formation et à la recherche) a tenu une grande conférence au mois de septembre à Montréal sur les sources d'énergie nouvelles et renouvelables; plus de la moitié des pays membres des Nations Unies étaient représentés à cette conférence d'experts.

Le quatrième mandat du Canada au Conseil de sécurité a pris fin le 31 décembre 1978; il a néanmoins suivi de près les activités du Conseil en 1979, celles-ci ayant des ramifications dans presque tous les domaines de la vie internationale, qu'il s'agisse des efforts déployés pour obtenir la libération des otages américains détenus à Téhéran, de la question de Chypre, de la paix et de la sécurité en Afrique australe, au Moyen-Orient et en Asie du Sud-Est.

L'Assemblée générale s'est penchée sur les mêmes problèmes ainsi que sur les grandes questions économiques, sociales, humanitaires et juridiques et bien entendu sur la question du contrôle des armements et du désarmement. Le débat sur la question du Moyen-Orient a, de nouveau, mis en évidence les divergences d'opinion d'un certain nombre d'États membres; il en a été ainsi malgré les accords de Camp David que le Canada a appuyés comme une étape positive dans le règlement pacifique du conflit selon les termes de la Résolution 242 du Conseil de sécurité de 1967.

Dans le domaine des droits de l'homme, le Canada a continué à jouer un rôle de premier plan. Le représentant du Canada a été élu Président de la Session de la Commission des droits de l'Homme. Le Secrétaire d'État aux Affaires extérieures a consacré la quasi-totalité de sa déclaration à l'Assemblée générale à la promotion et au respect des droits de l'homme. Le Canada a condamné les abus en matière de droits de l'homme au Vietnam, en République démocratique

que du Kampuchea et ailleurs. Le rapport du Canada sur la mise en oeuvre des mesures prescrites par le Pacte international relatif aux droits politiques et civiques a été présenté à la Commission des droits de l'homme.

Le problème des réfugiés a été l'objet d'une préoccupation majeure au cours de l'année 1979, tant pour l'Assemblée générale que pour le Haut Commissaire des Nations Unies pour les Réfugiés. Ces deux instances se sont surtout penchées sur l'exode tragique des populations de l'Indochine. Le Canada a joué un rôle important dans la recherche de solutions à ce problème humanitaire.

L'Assemblée générale ayant accueilli Sainte-Lucie parmi ses États membres, le nombre de ces derniers s'établit maintenant à 152.

## Conseil économique et social

Depuis l'achèvement de son mandat de trois ans en décembre 1977, le Canada a le statut d'observateur auprès du Conseil économique et social des Nations Unies (ECO-SOC). Toutefois, il a pu y jouer un rôle actif grâce aux nouveaux règlements qui accordent aux observateurs un grand nombre des privilèges dont jouissent les membres et il tentera de se faire réélire au Conseil lors de la Trente-cinquième session à l'Assemblée générale des Nations Unies.

## Questions sociales

Les préparatifs se sont intensifiés en vue de la participation du Canada au Sixième Congrès des Nations Unies pour la prévention du crime et le traitement des délinquants, qui se tiendra du 25 août au 5 septembre 1980 à Caracas (Venezuela). Les associations canadiennes de criminologie ont organisé à cet effet des séminaires régionaux de consultation. Les représentants des gouvernements fédéral et provinciaux, les membres d'organisations non gouvernementales intéressées et certains particuliers se consultent pour formuler des suggestions quant à la position que devrait adopter le Canada lors du Congrès.

La célébration en 1979 de l'Année internationale de l'enfant (AIE) a réussi à attirer l'attention du public sur les enfants canadiens, leur environnement, leurs besoins professionnels et leur avenir. La déclaration du Canada à la séance plénière extraordinaire de l'Assemblée générale des Nations Unies sur l'AIE soulignait non seulement les nombreux aspects positifs de la situation des enfants canadiens, mais aussi quelques-unes des lacunes que notre société devrait





Le Comité international de la Croix-Rouge et l'UNICEF ont lancé une campagne internationale de secours d'urgence de 300 millions de dollars pour venir en aide aux dizaines de milliers de réfugiés indochinois qui seront réinstallés dans des pays tiers, à ceux qui ont fui l'occupation militaire du Kampuchea et les sévères pénuries alimentaires que ce pays a connues en 1979, ainsi qu'à ceux qui sont menacés par la famine au Kampuchea même. Le Canada a répondu à cette campagne par une contribution de 15 millions de dollars.

Outre la sélection à l'étranger des réfugiés qui pourront se réinstaller au Canada, la politique actuelle prévoit la protection des réfugiés au Canada conformément à la Convention et au Protocole relatifs au statut des réfugiés. En 1979, le Comité consultatif du statut des réfugiés a acquisé à 109 demandes.

### Droit des traités

Au cours de 1979, le Canada a signé 39 accords bilatéraux, dont 23 sont entrés en vigueur dès leur signature, et 4 par ratification; il a aussi signé ou accepté 17 accords multilatéraux, et est devenu partie à 8 par ratification, adhésion ou approbation. Pendant l'année, on a entrepris la préparation d'une Liste des traités du Canada en vigueur au 1<sup>er</sup> janvier 1979.

Outre sa responsabilité de rédaction et d'interprétation des traités et de préparation de tous les instruments officiels menant à leur signature, la Section des traités du Ministère tient à jour un répertoire de tous les traités concernant le Canada. Les personnes intéressées peuvent consulter le Registre des traités du Canada qui donne le lieu et la date de signature de chaque traité, la date de son dépôt devant le Parlement, ou de son approbation parlementaire, ainsi que les détails de la ratification ou de l'adhésion, s'il y a lieu, et enfin des renseignements sur l'entrée en vigueur, les réserves, les accords connexes, les amendements ultérieurs et la dénonciation.

Par le passé, chaque crise de réfugiés était traitée de façon ponctuelle. Les décisions étaient normalement prises sous l'effet des pressions ressenties dans un moment de crise. Il y avait peu de consultations possibles, notamment avec les provinces. L'objectif du plan annuel de réinstallation était d'introduire autant de coordination et de planification prospective que possible dans un domaine qui renfermera toujours un élément d'imprévisibilité. Le plan de 1979 comportait des dispositions particulières touchant les Indochinois, les Européens de l'Est et les Latino-Américains; en outre, il rangeait les réfugiés protégés par les conventions dans une catégorie distincte et prévoyait une importante réserve d'urgence. Dans son ensemble, il prévoyait initialement l'accueil de 10 000 réfugiés; mais une rapide détérioration de la situation des réfugiés en Asie du Sud-Est a entraîné une révision importante de l'objectif prévu.

Tout au long de 1979, l'attention internationale s'est tout particulièrement portée sur l'exode tragique des pays de l'Indochine. Le nombre des réfugiés de la mer vietnamiens s'est accru considérablement; en 1979, près de 210 000 Vietnamiens ont fui leur pays. En réponse à cet exode, les Nations Unies ont convoqué à Genève, en juillet, une conférence sur les réfugiés indochinois. Un certain nombre de pays, dont le Canada, ont promis un grand nombre de places de réinstallation et d'importantes contributions financières. Le Canada a annoncé qu'il accueillait jusqu'à 50 000 réfugiés indochinois entre juillet 1979 et décembre 1980, et a promis une contribution supplémentaire de 500 000 dollars au programme des réfugiés indochinois du HCR. Il s'agit là du programme de réinstallation de réfugiés le plus ambitieux que le Canada ait entrepris depuis la fin de la Seconde Guerre mondiale; la valeur de l'aide qu'il prodigue aux réfugiés d'Indochine est, par tête d'habitant, la plus élevée de toutes celles des grands pays de réinstallation. Vers la fin de l'année, quelque 24 000 de ces réfugiés étaient arrivés au Canada.

Le problème mondial des réfugiés a continué d'être préoccupant en 1979. Selon le HCR, il y avait quelque dix millions de réfugiés dans le monde, dont peut-être quatre millions en Afrique seulement. En réponse à ce sérieux problème et compte tenu des dispositions de la Loi sur l'immigration de 1978 s'appliquant aux réfugiés, le Canada a formulé, après consultation avec les provinces et les organismes non gouvernementaux, son premier plan annuel

## Réfugiés

présenter des communications sur ces pays.

Le 20 novembre 1979, le secrétaire d'Etat aux Affaires extérieures, Mlle Flora MacDonald, a annoncé que le Canada soumettait aux Nations Unies, en vertu de l'article 41 du Pacte relatif aux droits civils et politiques, une déclaration reconnaissant la compétence du Comité des droits de l'homme de recevoir des communications émanant de gouvernements étrangers ayant présenté des déclarations similaires. Le Canada a, par le fait même, acquis le droit de

1980 avant les ministres de la Justice du Commonwealth. Les gouvernements du Commonwealth. Le Groupe doit se réunir en recommandations qui seront ensuite étudiées par les gouvernements du Commonwealth. Ils ont également prié le Secrétaire général de créer un groupe de travail qualifié et représentatif pour faire des violations flagrantes des droits de la personne, questions qui seront davantage étudiées à la session de 1980. Les travaux de l'ONU ont abouti à certaines réussites, à savoir l'adoption de résolutions concernant un projet de déclaration sur l'intolérance religieuse et une convention sur la torture. Un projet de résolution canadienne sur la situation des droits de l'homme au Kampuchea démocratique a été discuté, mais non soumis au vote; la question sera à nouveau soulevée à la prochaine session. Par ailleurs, la Commission a adopté une résolution canadienne proposant la nomination d'un rapporteur spécial chargé de faire enquête sur la violation des droits de l'homme en Guinée équatoriale.

Lors de leur réunion à Lusaka en août 1979, les chefs de gouvernement du Commonwealth ont donné leur accord de principe à une initiative de la Gambie visant la création d'une Commission des droits de l'homme du Commonwealth. Ils ont également prié le Secrétaire général de créer un groupe de travail qualifié et représentatif pour faire des violations flagrantes des droits de la personne, questions qui seront davantage étudiées à la session de 1980. Les travaux de l'ONU ont abouti à certaines réussites, à savoir l'adoption de résolutions concernant un projet de déclaration sur l'intolérance religieuse et une convention sur la torture. Un projet de résolution canadienne sur la situation des droits de l'homme au Kampuchea démocratique a été discuté, mais non soumis au vote; la question sera à nouveau soulevée à la prochaine session. Par ailleurs, la Commission a adopté une résolution canadienne proposant la nomination d'un rapporteur spécial chargé de faire enquête sur la violation des droits de l'homme en Guinée équatoriale.

de l'homme. La Troisième commission de l'AGNU (questions sociales et humanitaires) a fait avancer l'idée d'un tel bureau qui utiliserait la fonction de bons offices du Secrétaire général pour s'occuper de situations sérieuses en matière de droits de la personne. Le Canada a également condamné la violation flagrante des droits de l'homme en Indochine, notamment au Vietnam et au Kampuchea démocratique, et demandé que l'on s'attache aux grandes causes des exodes massifs de réfugiés qui découlent de ces violations.

Le Canada a continué de jouer un rôle actif dans la protection et la promotion des droits de la personne lors de la session annuelle de l'Assemblée générale de l'ONU. Pour la première fois, le secrétaire d'Etat aux Affaires extérieures a fait porter l'ensemble de sa déclaration à l'Assemblée sur la question des droits de la personne. Mlle MacDonald a incité l'ONU à se montrer mieux en mesure de s'occuper des situations les plus graves, et réclame la création d'un bureau du Secrétaire général adjoint aux droits

En 1979, les droits de la personne sont devenus un aspect de plus en plus important de notre politique étrangère. Le Canada a continué d'appuyer activement un certain nombre d'initiatives internationales dans ce domaine. Pendant son deuxième mandat consécutif, il a été choisi pour présider la Commission des droits de l'homme de l'ONU. La session de 1979 a été marquée par une politisation croissante des débats, notamment à la suite des développements en Indochine. Toutefois, la délégation canadienne a pris certaines initiatives importantes dans le domaine des personnes disparues et des exodes massifs de réfugiés causés par des violations flagrantes des droits de la personne, questions qui seront davantage étudiées à la session de 1980. Les travaux de l'ONU ont abouti à certaines réussites, à savoir l'adoption de résolutions concernant un projet de déclaration sur l'intolérance religieuse et une convention sur la torture. Un projet de résolution canadienne sur la situation des droits de l'homme au Kampuchea démocratique a été discuté, mais non soumis au vote; la question sera à nouveau soulevée à la prochaine session. Par ailleurs, la Commission a adopté une résolution canadienne proposant la nomination d'un rapporteur spécial chargé de faire enquête sur la violation des droits de l'homme en Guinée équatoriale.

## Droits de la personne

La question du terrorisme ayant été reportée à l'ordre du jour de la Trente-sixième session de l'Assemblée générale (1981) et le texte de la Convention contre la prise d'otages ayant été adopté, on ne s'attend à aucun développement majeur dans ce domaine en 1980.

À la fin de sa troisième session, le Comité spécial a adopté un texte intégrant les deux éléments susmentionnés. Le Canada, à l'instar de la plupart des autres pays occidentaux, n'a pu appuyer le texte adopté par la Trente-quatrième Assemblée générale étant donné certaines allusions au terrorisme d'Etat, les causes du terrorisme mentionnées et les mesures proposées par le Conseil de sécurité afin que l'on puisse recourir à des sanctions (en vertu du chapitre VII de la Charte) contre les régimes qui, par leurs politiques, favorisent le terrorisme. La résolution comportait toutefois certains éléments positifs, dont le plus important était une condamnation non équivoque du terrorisme en des termes d'une force qui ne s'était, jusqu'alors, jamais manifestée dans un document de l'ONU sur cette question.

occidental s'intéressait davantage aux mesures destinées à combattre le terrorisme.



## Mesures juridiques internationales contre le terrorisme

mesures si cela s'avérait nécessaire. Le but de ces travaux est d'assurer une plus grande sécurité face à l'utilisation croissante de l'énergie nucléaire dans l'espace et de mieux protéger les Etats qui devront faire face à des incidents semblables à celui dont le Canada a été victime.

En 1979, l'examen de la question des mesures à prendre contre le terrorisme s'est poursuivi à l'ONU au sein de deux comités spéciaux de l'Assemblée générale, soit le Comité spécial pour l'élaboration d'une convention internationale contre la prise d'otages et le Comité spécial du terrorisme international. Le Canada était membre des deux comités. À sa troisième session en 1979, le premier de ces comités a presque terminé la rédaction du projet de convention. Lors de la Trente-quatrième session de l'Assemblée générale, la Sixième commission (juridique) a établi un groupe de travail chargé de mettre la dernière main au texte, qui a ensuite été adopté sans vote et ouvert à la signature le 18 décembre 1979.

La Convention renferme notamment une disposition obligeant les Etats à extraditer ou à poursuivre les présumés auteurs d'une prise d'otages à l'interieur de leurs juridictions. Elle définit également le délit du point de vue international et oblige les Etats à s'assurer que les infractions visées sont réprimées « de peines appropriées qui prennent en considération la nature grave de ces infractions ».

L'un des aspects les plus délicats de la Convention est la disposition relative aux Conventions de Genève de 1949 pour la protection des victimes de la guerre et au Protocole de 1977 à ces Conventions. Puisque ces instruments considèrent également la prise d'otages comme un délit (en situation de conflits armés), il a été accepté que la nouvelle Convention ne s'appliquerait pas dans les cas où les Conventions de Genève sont applicables à un acte de prises d'otages particulier.

Le Canada appuie depuis le début l'idée d'une convention contre la prise d'otages, et sa délégation a participé activement à la négociation du texte lors des trois sessions du Comité spécial ainsi qu'à la Trente-quatrième Assemblée générale. Le Canada prépare maintenant certains amendements à son Code criminel de façon à pouvoir ratifier la Convention.

Le Comité du terrorisme n'a pu réaliser aucun progrès vraiment sensible étant donné le manque de consensus sur les divers aspects du problème. Bien qu'il ait eu pour mandat d'étudier tant les causes du terrorisme que les mesures à prendre pour le combattre, on a pu constater des divergences de vues sur l'importance à accorder à ces deux questions. Les délégations des pays non-alignés (et jusqu'à un certain point celles des pays socialistes) ont eu tendance à mettre l'accent sur les causes, alors que le groupe

de la Conférence sur le droit de la mer relatives à l'exploitation des ressources des fonds marins.

Les deux autres questions importantes actuellement débattues à l'ONU ont trait aux satellites de télédiffusion directe et à la téléobservation. Depuis plusieurs années, le Comité de l'espace extra-atmosphérique et ses sous-comités préparent l'élaboration de principes dans ces deux domaines. Toutefois, le manque d'entente sur certains points fondamentaux (par exemple le consentement qu'un Etat doit donner avant d'être soumis à la téléobservation ou à la télédiffusion directe par satellite; et la dissémination des données de télé-détection) a encore une fois empêché le Comité de réaliser des progrès dans ce domaine.

## COSMOS 954: conséquences de l'incident

L'écrasement d'un engin spatial en territoire canadien le 24 janvier 1978 soulève deux grandes questions juridiques: premièrement, la réclamation pour dommages subis et, deuxièmement, l'établissement d'un nouveau régime d'utilisation spatiale des sources d'énergie nucléaire susceptible d'assurer une meilleure protection de l'environnement humain.

Le 23 janvier 1979, le secrétaire d'Etat aux Affaires extérieures, Don Jamieson, a présenté à l'ambassadeur soviétique à Ottawa une réclamation d'un montant légèrement supérieur à 6 millions de dollars pour les dommages subis par le Canada à la suite de l'écrasement du satellite Cosmos 954 sur son territoire. Le 15 mars, le gouvernement canadien remettait les dernières pièces justificatives de sa réclamation.

Les dommages subis par le Canada résultent de la dissémination sur son territoire de débris radioactifs dangereux provenant du satellite et de la présence de tels débris dans l'environnement, rendant inutilisable une partie de ce territoire. Les bases juridiques de la réclamation canadienne reposent sur les accords internationaux et les principes généraux du droit international. Parmi les accords internationaux applicables, l'un des plus importants est la *Convention sur la responsabilité internationale pour les dommages causés par des objets spatiaux* adoptée en 1972 sous l'égide des Nations Unies. Selon cette Convention, l'existence d'un dommage d'origine spatiale engage automatiquement la responsabilité de l'Etat de lancement qui doit alors verser une indemnisation appropriée à l'Etat victime des dommages. L'Union soviétique a déclaré au début de 1980 qu'elle était disposée à amorcer des négociations à propos de la réclamation présentée par le Canada.

Suite à l'écrasement du satellite Cosmos 954 sur son territoire, le Canada s'est fait un ardent promoteur à l'ONU de l'adoption d'un nouveau régime d'emploi de sources d'énergie nucléaire dans l'espace. Un groupe de travail formé à cette fin poursuit activement son étude des incidences techniques de la question. Parallèlement, un sous-comité de l'ONU a entrepris de passer en revue le régime juridique en vigueur de manière à adopter de nouvelles

Unis. Les représentants canadiens ont également commencé à étudier les points dont devrait traiter un accord sur la protection du caribou migrateur dans la région Alaska/Yukon en vue d'entreprendre avec le Gouvernement des États-Unis des discussions pouvant mener à la conclusion d'un tel accord. Les représentants canadiens ont revu les propositions américaines relatives au lancement d'activités d'exploration pétrolière dans la région du Banc de George. Les aspects juridiques d'une coopération en matière de recherche sur la modification du temps ont également fait l'objet d'un examen.

En outre, le Canada a participé à la préparation de dispositions sur les aspects juridiques internationaux de la modification du temps lors d'une réunion conjointe OMM/PNUB tenue à Genève en septembre. Ce projet sera étudié lors de la huitième session du Conseil d'administration du PNUB qui se tiendra à Nairobi en avril 1980.

### Droit de l'espace extra-atmosphérique

Le Comité des utilisations pacifiques de l'espace extra-atmosphérique des Nations Unies et ses sous-comités scientifiques et technique ont réalisé des progrès sur un certain nombre de questions en 1979.

L'une des plus importantes, du point de vue canadien, concerne l'emploi de sources d'énergie nucléaire dans l'espace extra-atmosphérique. Après l'écrasement du satellite soviétique Cosmos 954 (voir ci-dessous) et à la suite d'une initiative prise par le Canada en 1978, les deux sous-comités du Comité de l'espace extra-atmosphérique de l'ONU ont commencé l'étude de la question et un groupe de travail spécial a été établi pour étudier les aspects techniques de l'emploi de sources d'énergie nucléaire et pour faire rapport au Sous-comité scientifique et technique. Lors de sa session de 1979, le Comité a convenu que les aspects juridiques de la question devaient être étudiés par le Sous-comité juridique. Nous espérons que le Comité pourra en venir à une entente sur un ensemble de principes directeurs visant l'emploi de sources d'énergie nucléaire pour les objets spatiaux.

Mentionnons également que le Comité a terminé la négociation et la rédaction du projet d'Accord régissant les activités des États sur la Lune et les autres corps célestes (projet de traité concernant la Lune). L'Accord a été adopté à la Trente-quatrième session de l'Assemblée générale des Nations Unies et ouvert à la signature le 18 décembre 1979. Le Canada a appuyé sa préparation et songe maintenant à en devenir partie. L'un des éléments clés de l'Accord est une disposition selon laquelle les ressources naturelles de la Lune et des autres corps célestes du système solaire constituent le «patrimoine commun de l'humanité». Un régime international reflétant ce principe sera établi lorsque l'exploitation de ces ressources sera sur le point de devenir possible. Il est intéressant de noter que le principe du «patrimoine commun» joue un rôle important dans les actuelles discussions

part et d'autre du détroit de Davis ainsi que sur des projets de transport maritime de gaz naturel liquéfié des îles de l'Arctique canadien le long de la côte danoise (Groënland) du détroit de Davis.

Sur le plan multilatéral, le Canada a, lors de la Conférence sur le droit de la mer, continué à réclamer des améliorations au Texte de négociation composite officiels. La Conférence a terminé la plupart de ses travaux sur la protection et la préservation de l'environnement marin, établissant pour la première fois un traité cadre du droit de l'environnement tel que le souhaitait le Canada, traité qui comporte des dispositions spécialement destinées à protéger l'environnement dans les eaux couvertes de glace de l'Arctique canadien. Actuellement, les discussions sur les questions environnementales se concentrent exclusivement sur les questions en suspens relatives à la recherche scientifique marine sur le plateau continental.

Le Canada a également participé aux activités des divers comités de l'Organisation intergouvernementale consultative de la navigation maritime (OMCI), et notamment à celles de son Comité de la protection du milieu marin, du Comité de la sécurité maritime et du Comité juridique. Les travaux de ce dernier ont en bonne partie visé à perfectionner les articles appelés à composer une future Convention sur la responsabilité et l'indemnisation en cas de pollution causée par le transport de marchandises dangereuses par mer. En outre, le Canada a participé activement aux troisième et quatrième sessions du Groupe de travail d'experts du droit de l'environnement du PNUB qui mène actuellement une étude des aspects juridiques de l'exploitation minière et du forage sous-marins menés dans les limites de la juridiction nationale.

Au cours de 1979, le Canada a été actif dans le domaine de la lutte contre la pollution atmosphérique. En novembre, il a signé la Convention sur la pollution atmosphérique transfrontière à longue distance qui avait été préparée par la Commission économique des Nations Unies pour l'Europe, organisme régional qui regroupe 35 nations, dont les pays de l'Europe de l'Est et de l'Ouest et de l'Amérique du Nord. Cette Convention est le premier accord international traitant des pluies acides. Les Parties à la Convention s'engagent notamment à s'efforcer d'élaborer des politiques et stratégies visant à limiter et, dans la mesure du possible, à réduire et à empêcher la pollution atmosphérique. Sur le plan bilatéral, les gouvernements du Canada et des États-Unis ont annoncé en juillet 1979 leur intention d'entreprendre des discussions officielles en vue de conclure un accord de coopération sur la qualité de l'air, et ils ont énuméré un certain nombre de principes à étudier lors de la préparation d'un tel accord.

Il s'est produit un certain nombre d'autres développements concernant les relations environnementales entre le Canada et les États-Unis. En janvier 1979, le Canada a signé un Protocole modifiant la Convention de 1916 pour la protection des oiseaux migrants au Canada et aux États-



l'OPAN lie effectivement les parties au nouvel accord. Le 31 décembre 1979, la CIPAN avait cessé d'exister et tous ses anciens membres, à l'exception de l'Espagne et des États-Unis, avaient adhéré à l'OPAN. Son remplacement s'expliquait par la nécessité d'établir une nouvelle base de gestion internationale des pêches dans la région extérieure et immédiatement adjacente aux zones de pêche de 200 milles établies par les États côtiers de l'Atlantique Nord-Ouest. Il en est résulté une nouvelle Convention sur la future coopération multilatérale dans les pêches de l'Atlantique Nord-Ouest, laquelle portait création de l'OPAN. Cette Convention exige que soit accordé aux pêcheurs canadiens un traitement de faveur dans l'allocation des stocks de poisson de la région des Grands bancs et du Bonnet flamand au delà de la limite canadienne de 200 milles, étant donné les efforts intensifs du Canada depuis plusieurs années pour surveiller et inspecter ces régions et la dépendance des communautés côtières canadiennes vis-à-vis ces stocks. Partie sur un bon pied en 1979, l'OPAN devrait jouer un rôle utile dans les futures activités concernant l'Atlantique Nord-Ouest.

La complexité pratique et juridique des problèmes concernant les frontières maritimes et les pêches entre le Canada et les États-Unis s'est grandement accrue en 1976 et 1977 lorsque les États-Unis et le Canada ont respectivement établi des zones de pêche de 200 milles adjacentes à leurs côtes. Étant donné le chevauchement des zones maritimes frontalières contestées et les problèmes liés à la gestion des stocks de poisson transfrontaliers, les deux gouvernements ont entrepris des négociations visant à régler les différends relatifs à leurs zones de juridiction au moyen d'un accord global sur les frontières maritimes et les pêches s'appliquant aux côtes de l'Atlantique, du Pacifique et de l'Arctique. Ces négociations se sont poursuivies de 1977 à 1979.

Il s'est avéré impossible de régler le différend concernant la délimitation des eaux de la côte Ouest et de l'Arctique ou de parvenir à une entente concernant un accord global sur les pêches de la côte Ouest. Toutefois, le 29 mars 1979, deux accords ont été signés, l'un concernant les ressources halieutiques de la côte Est et l'autre, la présentation du litige sur les frontières maritimes dans le golfe du Maine à l'adjudication par tierce partie. Ces accords sont inextricablement liés de sorte qu'aucun d'eux ne peut entrer en vigueur sans l'autre. Pour le moment, ni le Canada ni les États-Unis ne les ont ratifiés. Le Sénat américain n'a pas encore tenu les audiences qu'il prévoyait pour 1979.

Le Canada et les États-Unis ont également signé deux accords sur les pêches de la côte Ouest le 29 mars 1979, le premier étant un Protocole amendant la Convention canado-américaine sur le flétan de 1953 pour tenir compte de la situation découlant de l'élargissement de leurs zones de pêche respectives à 200 milles. Les prises de flétan par les navires canadiens sont limitées jusqu'au 31 mars 1981, une disposition prévoyant même le volume et l'emplacement des prises permises. Le deuxième accord donne provisoirement

ment effet au Protocole sur le flétan, en attendant sa ratification, et réglemente les prises de poisson de fond par les navires américains dans la zone canadienne de pêche sur la côte Ouest jusqu'au 31 mars 1981. Des limites sont imposées sur l'échelonnement et le volume des prises.

En 1979, le Canada et les États-Unis ont continué leurs négociations bilatérales en vue d'un accord sur l'interception du saumon de la côte Ouest qui établirait des mécanismes grâce auxquels les deux nations pourraient tirer meilleur avantage de leurs propres programmes de conservation et de valorisation du saumon. Par ailleurs, le problème de la conservation du saumon de l'Atlantique a particulièrement retenu l'attention de la communauté mondiale. Le Canada a préparé un projet de convention internationale devant permettre d'atteindre cet objectif plus facilement. Le projet se fonde sur les principes élaborés à la Conférence des Nations Unies sur le droit de la mer concernant les espèces anadromes. Le texte a été remis aux États-Unis et à la CEB à la fin de 1979. On s'attend que les représentants du Canada, des États-Unis et de la CEB se rencontrent au début de 1980 pour étudier la possibilité d'élaboration d'une approche commune de la conservation internationale du saumon de l'Atlantique. Étant donné que l'on s'entend généralement pour reconnaître que la meilleure façon de résoudre le problème consiste à amener tous les pays à allier leurs efforts, une telle réunion semble avoir de bonnes chances de réussite.

## Droit de l'environnement

Le bris du pétrolier britannique *Kurdistan* dans le golfe du Saint-Laurent en mars et l'échouement, puis le naufrage, du minéralier panaméen *Lee Wang Zin* au large de la côte de la Colombie-Britannique ont à nouveau fait ressortir la nécessité d'un régime environnemental assurant une protection plus efficace contre la pollution marine.

Sur les plans bilatéral et multilatéral, le Canada a poursuivi activement ses efforts pour mieux assurer la protection du milieu marin. Un accord canado-américain sur la gestion du trafic maritime dans la région de Juan de Fuca oblige maintenant tous les navires empruntant le détroit de Juan de Fuca à se conformer à des règles de contrôle et de séparation du trafic visant à promouvoir la sécurité de la navigation et à protéger l'environnement de la région. En ce qui concerne la côte Est, les représentants canadiens et danois ont adopté, en juillet 1979, un nouveau Plan d'urgence provisoire Canada/Danemark sur la pollution marine qui prévoit la mise en place de mesures appropriées en cas d'incidents de pollution résultant de l'exploitation ou de l'exploitation de pétrole marin effectuées sous leur juridiction. Le gouvernement canadien a élaboré un arrangement permettant à d'éventuels plaigants danois de réclamer un dédommagement à la suite d'un incident de pollution dans les eaux canadiennes. Le gouvernement danois avait déjà adopté un arrangement similaire pour d'éventuels plaigants canadiens. On a également échangé des données sur l'exploration pétrolière faite de



toutefois beaucoup à faire avant que les négociations puissent se terminer. Le Canada est toujours décidé à favoriser le succès des négociations, lesquelles auront pour effet de protéger ses intérêts miniers et maritimes et de garantir que certaines lois régissent l'utilisation des océans.

### Pêches internationales et frontières maritimes

Les développements survenus à la troisième Conférence des Nations Unies sur le droit de la mer et l'élargissement de la juridiction maritime des États côtiers ont sensiblement modifié le statut juridique des océans du monde. L'un des changements les plus importants du point de vue canadien a été l'extension de ses zones de pêche de 12 à 200 milles le 1<sup>er</sup> janvier 1977.

Le nouveau régime de pêches canadien est entré dans sa troisième année en 1979. Dix accords de pêche bilatéraux à long terme signés entre 1976 et 1978 avec des États qui pratiquent depuis longtemps la pêche dans les eaux de la côte Est—faisant actuellement partie de la zone de pêche du Canada—régissent le principale composante de nos relations bilatérales en matière de pêche. De ces pays, seuls ceux de la Communauté économique européenne—qui agit maintenant au nom de tous ses membres dans le domaine des pêches—n'avaient conclu aucun arrangement bilatéral à long terme avec le Canada au début de 1979. Cette situation devait être partiellement redressée par la signature, à Bruxelles le 28 juin 1979, d'un accord de pêche Canada/CBE pour 1979 prévoyant un cadre d'exploitation semblable à celui des accords de pêche bilatéraux susmentionnés. L'Accord contient des dispositions permettant la réglementation des activités de pêche menées par les navires des États membres de la CBE au large des côtes de l'Est du Canada. Il contingente également les prises de saumons au large de la côte Ouest du Groënland, facilitant ainsi les efforts canadiens pour gérer plus efficacement les prises de saumons dans les eaux situées au large de la côte Est. (Quelque 50 pour cent des saumons trouvés au large de la côte Ouest du Groënland sont d'origine canadienne).

Le Canada n'était toutefois pas satisfait de la signature d'un accord d'une durée si limitée avec la CBE et, en décembre 1979, les deux parties ont convenu de proroger l'Accord jusqu'en 1980 et de tenir des négociations au début de l'année en vue de conclure un accord de pêche à long terme dans les plus brefs délais. Un tel accord devrait offrir d'importants avantages commerciaux liés à l'exportation de produits halieutiques canadiens vers la CBE. Lors de discussions distinctes, le Canada et la France ont convenu de proroger d'un an les arrangements intermédiaires de pêche appliqués en 1979 dans le secteur de Saint-Pierre et Miquelon en attendant la délimitation des frontières maritimes dans cette région.

Tout au long de 1979, la Commission internationale des pêches pour l'Atlantique Nord-Ouest (CIPAN) et l'Organisation des pêches de l'Atlantique Nord-Ouest (OPAN) ont poursuivi leurs activités en attendant que le traité de

Un autre développement important à la huitième session a été l'insertion, dans le TNCO/Rev. I, d'un texte de compromis (négocié à la septième session) sur l'accès des États sans littoral et géographiquement désavantagés aux ressources biologiques dépassant les besoins des États côtiers dans les zones économiques exclusives de leurs régions et sous-région. Le texte nécessite un certain nombre de clarifications, mais son insertion dans le TNCO a représenté une étape importante vers la solution de l'une des questions les plus difficiles soumises à la Conférence.

Les participants à la huitième session n'ont pu en venir à une entente sur une nouvelle disposition concernant la délimitation latérale des zones économiques et des plateaux continentaux. Mais aussi bien les partisans de l'équidistance (dont le Canada) que ceux de l'équité semblaient désireux de poursuivre leurs efforts pour trouver une formule de compromis. Ceci, conjugué au consensus obtenu sur un nouveau paragraphe concernant les mesures provisoires à prendre pendant la période menant à l'entente finale, donne substance à ceux qui croient que cette question aurait de meilleures chances d'être réglée à l'étape finale de la Conférence. Entre temps, la formule de délimitation prévue dans le TNCO révisé—et qui n'a jamais été modifiée—favorise fortement le principe de l'équité aux dépens de la formule globale «Ligne d'équidistance-médiane-circcon-tances spéciales».

L'un des principaux développements aux discussions de Genève a été l'obtention d'un quasi-consensus sur l'achèvement des travaux concernant les dispositions relatives à la protection et à la préservation de l'environnement marin ainsi qu'à la mise au point et au transfert des techniques marines. Le Canada reconnaît tout particulièrement l'importance d'un article consacrant le droit des États à adopter des dispositions spéciales pour la protection du milieu marin dans les eaux couvertes de glace, ce qui indique bien que la communauté internationale en vient graduellement à reconnaître la position prise par le Canada en 1970 avec l'adoption de la Loi sur la prévention de la pollution des eaux arctiques.

Les discussions de New York sur l'environnement marin se sont centrées exclusivement sur les questions en suspens concernant la recherche scientifique marine sur le plateau continental. Si la plupart des délégations ont pu accepter les dispositions pertinentes du TNCO/Rev. I, certaines ont cherché à y apporter des modifications devant permettre de donner satisfaction à un État désireux d'entreprendre des opérations de recherche au-delà de la zone des 200 milles. On a également présenté un projet d'amendement des articles relatifs au règlement des différends de façon à en modifier l'interprétation. Le temps n'a pas permis d'accorder toute l'attention nécessaire aux textes de compromis suggérés, et la question sera revue à la neuvième session.

À la fin de la deuxième partie de la huitième session, on avait réduit le nombre des questions difficiles à résoudre et rapproché les parties sur les questions en suspens. Il reste

## Conférence sur le droit de la mer

La huitième session de la troisième Conférence des Nations Unies sur le droit de la mer s'est tenue du 19 mars au 27 avril 1979 à Genève, et du 19 juillet au 24 août à New York.

Les délégués à la session de Genève avaient pour défi de faire progresser suffisamment les questions laissées en suspens à la fin de la septième session de 1978 pour justifier la publication du Texte de négociation composite officiel (TNCO), document qui sert de base de négociation à la Conférence. Il a été finalement possible de franchir ce seuil critique, et le TNCO/Rev. I du 28 avril 1979 reflète de nouveaux secteurs de consensus sur nombre de questions.

Le TNCO/Rev. I comporte des articles nouveaux ou modifiés qui sont des composantes essentielles du futur régime international des océans. Ces articles concernent l'exploitation minière des fonds marins, la définition du rebord externe de la marge continentale, l'accès des pays sans littoral et géographiquement désavantagés aux ressources biologiques des zones économiques de leur région ou sous-région, le règlement des différends concernant les droits souverains des États côtiers sur les pêches dans la zone économique, et la protection du milieu marin.

Le TNCO/Rev. I a servi de point de départ à la deuxième partie de la huitième session tenue à New York. On s'en est également inspiré pour poursuivre les progrès substantiels réalisés à la session de Genève. Les grands objectifs étaient de résoudre toutes les questions en suspens non liées à l'extraction des ressources minérales sous-marines et d'amoindrir les divergences qui subsistaient concernant le régime des fonds marins afin de préparer la voie à la conclusion de la Conférence en 1980. Si toutes ces questions n'ont pas été réglées, certains points importants l'ont été, et les positions des pays représentés se sont rapprochées sur presque tous les problèmes soumis à la Conférence. Par conséquent, il a été décidé que la Conférence devrait, à sa neuvième session, en 1980, amorcer le processus final de prise de décisions.

Il subsistait toutefois une question à propos de laquelle il reste encore beaucoup de chemin à faire: celle de la création d'un régime international de réglementation de l'exploitation des ressources des grands fonds marins. En 1979, des progrès importants ont été réalisés dans ce domaine, notamment en ce qui concerne la rédaction des dispositions concernant le transfert de technologie, les arrangements

financiers (modalités financières des contrats d'exploitation minière des fonds marins et financement de l'Entrepryse, «organe opérationnel» de la future Autorité internationale des fonds marins), la composition du Conseil de l'Autorité et la répartition des voix. Toutefois, il reste encore beaucoup à réaliser avant que ces questions et d'autres problèmes litigieux puissent être entièrement réglés. Le Canada s'est tout particulièrement intéressé à l'insertion, dans le TNCO/Rev. I, d'un plafond pour la production de nickel (fondé sur la formule *ad referendum* acceptée par le Canada et les États-Unis en 1978). Ce plafond vise à ajuster les futurs niveaux d'exploitation minière sous-marine à la croissance prévue de la production de nickel. Il vise à protéger les exploitants de gisements terrestres des perturbations résultant de l'exploitation minière des fonds marins. Des États susceptibles d'exploiter ces fonds ont toutefois demandé qu'une disposition garantissant un certain niveau minimal d'exploitation sous-marine soit intégrée à la formule de plafonnement, quels que soient les taux de croissance. Les États exploitants de gisements terrestres (dont le Canada) continuent de s'opposer fortement à une telle proposition.

Le Canada a également oeuvré pour faire reconnaître par la Conférence ses droits souverains (d'État côtier) sur les ressources de son plateau continental jusqu'au rebord de la marge continentale, y compris dans les zones où la marge dépasse 200 milles. Cet objectif a été largement atteint avec l'insertion, dans le TNCO/Rev. I, d'une définition de compromis du plateau continental fondée en bonne partie sur une proposition présentée par le Canada et l'Irlande. Dans le cadre du processus de négociation, il a été accepté qu'un consensus sur la définition du plateau continental exigerait le versement à la communauté internationale de paiements et de contributions représentant un certain pourcentage des recettes tirées de l'exploitation des ressources non biologiques de la marge continentale au-delà des 200 milles. Ainsi, l'insertion d'une disposition sur le partage des recettes dans le TNCO/Rev. I a reçu un appui assez solide au début de la session de New York. Toutefois, plusieurs délégations ont fait valoir que le niveau de 7 pour cent était trop bas (surtout les pays sans littoral, géographiquement désavantagés et en développement) ou trop haut (le Canada et les autres États dotés d'une vaste marge). Certaines délégations (celle du Canada) ont également mentionné la nécessité d'une certaine forme de limitation pour restreindre l'éventuel fardeau financier lié à l'exploitation des eaux très profondes, distantes et froides.





Le Canada a également joué un rôle actif au sein de la Conférence des Nations Unies sur la science et la technique au service du développement en août 1979, ainsi qu'aux séances tenues par la suite pour renforcer la capacité scientifique et technique des pays en développement.

## Politique de coopération industrielle avec les pays en développement

La structure du commerce international se transforme depuis quelques années. Plutôt que de procéder aux traditionnelles transactions directes entre acheteur et vendeur, les sociétés ont maintenant de plus en plus tendance à rassembler leurs ressources dans des entreprises industrielles communes. Ces arrangements englobent habituellement un ensemble d'activités complémentaires qui dépassent souvent la formation de capital, la recherche et le développement, le financement, la production, la commercialisation et la distribution.

Au Canada, on accorde de plus en plus d'attention à la stimulation de la coopération industrielle entre sociétés nationales et étrangères en vue de réaliser un certain nombre d'objectifs publics, dont la valorisation des exportations; la fourniture de techniques des plus modernes aux sociétés canadiennes; la rationalisation de la fabrication de produits canadiens par l'expansion des marchés; et l'aide aux sociétés canadiennes n'ayant pas assez de ressources pour s'implanter sur les marchés internationaux. La coopération industrielle est de plus en plus souvent intégrée aux accords de coopération commerciale et économique négociés avec certains partenaires commerciaux du Canada.

## Institutions financières internationales

Dans un monde caractérisé par des problèmes économiques complexes et une interdépendance croissante, les pays

en développement découvrent que leur balance des paiements ainsi que leur croissance et leur développement sont de plus en plus tributaires du système financier et monétaire international dans lequel le Fonds monétaire international joue un rôle clé. Le Canada a cherché activement à introduire plus de souplesse dans les opérations du Fonds de façon à permettre l'établissement d'un certain nombre de mécanismes spécialement destinés aux pays en développement.

## Négociations mondiales

Suite à une initiative prise à la réunion du Mouvement des non-alignés tenue à La Havane en septembre, l'Assemblée générale des Nations Unies a adopté, en décembre 1979, une proposition visant la tenue d'une nouvelle série de Négociations mondiales relatives à la coopération économique internationale pour le développement. Ces négociations, qui seront lancées lors de la onzième session extraordinaire de l'Assemblée générale en août 1980, permettront l'étude de questions liées aux matières premières, à l'énergie, au commerce, au développement et au financement. Conçues pour donner un élan au dialogue Nord-Sud, elles seront probablement un important point de concentration des discussions internationales sur les questions économiques au cours des prochaines années.

Les pays en développement réclament depuis quelque temps l'adoption d'un code international de conduite pour le transfert de technologie qui permettrait d'intensifier l'échange international de technologie à des conditions qui leur soient favorables. Le Canada est d'avis que l'intensification de ces échanges profiterait à tous, et qu'un code établissant des normes de conduite universellement acceptables pourrait, grâce au climat de sécurité qui en résulterait, favoriser considérablement le transfert de technologie. Une conférence diplomatique sur le sujet doit se tenir à Genève en avril 1980; on s'attend qu'un code soit alors adopté.

### Transfert de technologie

Le Canada a également participé à la Conférence de la CNUCED sur les pratiques commerciales restrictives tenue en novembre. La Conférence avait pour objectif d'adopter un ensemble de principes et de règles—visant parfois les gouvernements et parfois les entreprises—concernant le contrôle de mesures restrictives comme la fixation des prix, les ventes conditionnelles, la restriction du volume, la répartition des marchés et le refus de vendre. Nombre de pays en développement croient que les entreprises privées ont nui à leur développement en haussant les prix des importations et en limitant les possibilités d'exportation. La Conférence n'est arrivée à aucune conclusion, et la session reprendra en mai 1980.

Le Canada est membre de la Commission des sociétés transnationales de l'ONU et a participé tout au long de l'année aux travaux d'élaboration d'un code de conduite. Les pays en développement préconisent un code juridique—ment contraignant qui réglementerait les activités des sociétés sans pour autant considérer les responsabilités des gouvernements. Le Canada préférerait un code prévoyant un cadre vaste dans lequel aspirations et responsabilités s'équilibreraient, cadre qui toucherait d'ailleurs aussi bien les gouvernements que les sociétés.

### Activités des entreprises multinationales

Si la session a été une réussite très remarquable, il n'en est pas moins vrai qu'un certain nombre d'importantes questions touchant les relations commerciales Nord-Sud restent à débattre. Mentionnons notamment les négociations permanentes au sein du GATT sur la question des sauvegardes, c'est-à-dire sur les conditions et les domaines dans lesquels des mesures provisoires de sauvegarde peuvent être prises devant une concurrence préjudiciable aux importations. Dans le domaine des préoccupations concernant les pressions protectionnistes, il faut mentionner le sujet complexe des ajustements structurels, l'une des grandes questions du dialogue Nord-Sud également étudiée par un certain nombre d'instances internationales.

L'achèvement des Négociations commerciales multilatérales (NCM) en 1979 a grandement contribué à soutenir un système commercial mondial ouvert. Les pays en développement ont notamment obtenu la mise en application anticipée de réductions tarifaires non réciproques prévues sur les produits tropicaux. De façon plus générale, en ce qui concerne les produits non déjà couverts par leur système généralisé de préférences, les pays en développement profiteront des concessions tarifaires consenties par les grandes nations commerçantes industrialisées sur la base du principe de la nation la plus favorisée. En outre, les divers accords non tarifaires conclus pendant la session contiennent des dispositions spéciales plus favorables aux pays en développement, et la clause d'habilitation de l'Accord sur le cadre

Les pays en développement ont toujours pour l'un de leurs grands objectifs d'accroître leur part de la production industrielle et des exportations mondiales grâce à de meilleurs débouchés sur les marchés des pays développés et à une accélération du processus mondial d'aménagements de structure. Ces dernières années, les pays en développement et, de façon plus précise, ceux d'entre eux que l'on qualifie de «nouveaux pays industriels», se sont montrés de plus en plus actifs dans certains secteurs du commerce international. Toutefois, étant donné le récent ralentissement de l'activité économique internationale, ils partagent la préoccupation générale devant l'accentuation des pressions protectionnistes. De plus, leurs problèmes déjà aigus sont aggravés par une facture pétrolière de plus en plus lourde.

### Commerce

Le Fonds du Commonwealth pour le Mozambique, créé en 1976 avec un objectif de 1 million de dollars, a reçu 400 000 dollars du Canada pour financer un programme d'assistance technique visant à compenser les sacrifices financiers que s'est imposés ce pays en fermant sa frontière avec la Rhodésie. Il se peut que le Fonds doive continuer à aider le Mozambique quelque temps encore après l'indépendance du Zimbabwe.

Le Canada est l'un des plus ardens défenseurs du FCTT depuis sa création en 1971, le considérant comme un utile mécanisme de coopération pour le développement. En général, il verse au Fonds plus de 40 pour cent de ses ressources et le Premier ministre Clark a annoncé, lors de la réunion des chefs de gouvernement à Lusaka en août 1979, une contribution de 8,8 millions de dollars en 1979-1980 et de 10 millions en 1980-1981.

Le Fonds du Commonwealth pour la coopération technique (FCCCT), principal programme du secrétariat du Commonwealth, fournit une assistance technique—conseils, experts et formation—aux pays en développement du Commonwealth. Ses ressources—compétences, services de formation et crédits—proviennent tout aussi bien de pays développés qu'en développement, ces derniers étant à la fois donateurs et bénéficiaires.

### Coopération technique au sein du Commonwealth



Les problèmes de l'économie mondiale et leurs sérieuses incidences sur les pays en développement ont fortement marqué le dialogue Nord-Sud en 1979.

Pendant l'année, deux événements ont particulièrement contribué à promouvoir le dialogue: l'accord de principe sur la création d'un fonds commun visant à appuyer les mesures de stabilisation des produits de base et la décision de lancer une nouvelle série de Négociations mondiales relatives à la coopération économique internationale pour le développement. En outre, des progrès ont été enregistrés sur de nombreuses questions du dialogue Nord-Sud étudiées au sein de diverses instances internationales. Parmi celles-ci, la CNUCED V tenue à Manille en mai a joué un rôle de premier plan. Le Canada participe activement à ces discussions par le biais de son appartenance aux institutions des Nations Unies, du Commonwealth et de la Francophonie, ainsi que par ses relations bilatérales.

En 1979, les pays en développement ont préconisé le lancement d'une nouvelle série de négociations globales sur les matières premières, le commerce, l'énergie, le développement et le financement. On a également entrepris des travaux complémentaires pour préparer la nouvelle Stratégie internationale du développement pour la troisième Décennie des Nations Unies pour le développement.

### CNUCED V

La cinquantième session de la Conférence des Nations Unies sur le commerce et le développement s'est tenue à Manille du 7 mai au 3 juin 1979; elle s'est attaquée aux grandes questions qui composent le dialogue Nord-Sud.

Les participants avaient devant eux un très vaste ordre du jour couvrant des domaines aussi variés que les échanges de produits de base, les NCM, l'aide, les transports maritimes, les relations monétaires et financières et le transfert de technologie; il n'est donc pas étonnant qu'ils n'aient pu en arriver à une entente sur toute la gamme des demandes des pays en développement.

Si les pays en développement sont d'avis que la Conférence n'a pas réussi à faire progresser le dialogue Nord-Sud, il reste qu'elle a eu certains résultats positifs. Quelque 23 résolutions ont été adoptées par consensus, y compris celles qui portaient sur la promotion de mesures spéciales pour aider les pays les plus pauvres et sur un nouvel engagement de tous les pays à s'opposer au protectionnisme. La Confé-

rence a toutefois eu pour effet de souligner les écarts de plus en plus marqués entre les niveaux de développement économique et les intérêts des pays en développement ainsi que la nécessité pour les pays industrialisés de se doter de politiques adaptées aux besoins particuliers des pays en développement.

La CNUCED V a donné lieu à un accord sur les principes fondamentaux d'un fonds commun lors des négociations tenues du 12 au 20 mars 1979 à Genève. Le Fonds commun, conçu pour faciliter la conclusion et le fonctionnement des accords internationaux de produit, ne concernera ses opérations que lorsque se seront terminées les négociations détaillées sur son fonctionnement et qu'aura été achevée la rédaction de ses Statuts. Le Canada a participé aux négociations en vue de surmonter le plus tôt possible les difficultés qui restent.

### Aide au développement

Les décaissements globaux au titre du programme canadien d'aide au développement ont été de 1,241 milliards de dollars en 1979. Les décaissements bilatéraux ont continué de se concentrer sur les pays les plus pauvres, conformément à l'un des grands objectifs de la Stratégie de coopération au développement international pour 1975-1980. Les contributions du Canada à un certain nombre d'importantes institutions multilatérales comme la Banque mondiale, les banques régionales de développement et le Programme des Nations Unies pour le développement ont représenté 500 millions de dollars, soit 36,5 pour cent du total. Pendant l'exercice, les dépenses au titre de l'aide alimentaire ont totalisé 187 millions de dollars.

Le Canada a participé à diverses rencontres internationales visant à améliorer la coopération pour le développement et son milieu. À ce titre, mentionnons la CNUCED V, la Conférence mondiale sur la réforme agraire et le développement rural, la réunion du Conseil mondial de l'alimentation tenue à Ottawa en septembre et les discussions permanentes sur une nouvelle Stratégie internationale du développement. Il convient également de signaler le rôle de chef de file joué par le Canada dans les négociations concernant la participation de membres extra-régionaux à la Banque africaine de développement. Tout au long de l'année, le Ministère a préparé activement les premières réunions préparatoires à la troisième Stratégie internationale du développement, auxquelles il a participé.





L'année, participé à diverses rencontres de l'Agence pour recenser les programmes auxquels participer. Il a poursuivi sa coopération active avec l'Administration américaine de l'aéronautique et de l'espace (NASA) et a participé à un certain nombre de rencontres bilatérales. Il est devenu membre de l'Organisation internationale des satellites maritimes (INMARSAT), créée en juillet pour fournir des communications satellitaires aux navires.

Au sein de l'OCDE, il a continué de collaborer à la préparation de Principes directeurs concernant les échanges transfrontière de renseignements personnels et la protection de la vie privée. Leur préparation devrait se terminer vers le début du deuxième semestre de 1980.

Dans le domaine des communications, l'événement le plus important de l'année a été la tenue de la Conférence administrative mondiale des radiocommunications (CAMR) à Genève du 24 septembre au 6 décembre. Le Canada y a participé activement et ses représentants se sont généralement dits satisfaits des résultats obtenus.

## Investissements, propriété intellectuelle et concurrence

La participation active du Canada à l'étude multilatérale des questions d'investissements s'explique par le rôle important que les investissements directs étrangers jouent dans son économie et par son intérêt constant pour l'apport des sociétés multinationales au développement national et international. À l'OCDE, le Canada a participé à l'examen de la Déclaration de 1976 sur les investissements internationaux et les entreprises multinationales, au cours duquel les ministres représentés ont réaffirmé l'engagement de leurs pays envers la Déclaration. Le prochain examen de la Déclaration et de ses Principes directeurs concernant les entreprises multinationales se fera en 1984. L'an prochain, l'OCDE concentrera ses travaux en la matière sur les stimulants et contre-stimulants aux investissements.

## Financement des exportations

Tout au long de l'année se sont poursuivis les préparatifs de la Conférence diplomatique de révision de la Convention de Paris pour la protection de la propriété industrielle. La Conférence doit se tenir en février 1980.

En ce qui concerne la politique de concurrence, les efforts de l'OCDE pour promouvoir la coopération intergouvernementale pour la réglementation des pratiques commerciales restrictives se sont concentrés sur la recherche des faits et l'échange d'informations.

Le Canada a participé aux consultations permanentes des pays industrialisés en vue d'atténuer la concurrence inutile du crédit à l'exportation garanti par l'État. Tous les membres de l'OCDE, sauf l'Islande et la Turquie, ont continué d'appliquer les principes directeurs concernant les crédits à l'exportation. Le Canada a continué de participer à l'arrangement, malgré les séries lacunes qu'il y voit et ce, parce qu'il s'inscrit dans le prolongement de l'effort pour maintenir une certaine discipline internationale dans le domaine de la concurrence pour l'octroi de crédits.

Le Canada a également participé aux discussions informelles du «Club de Paris» qui, dans les cas de sérieux arrêtements dans le remboursement de crédits publiquement garantis, a réuni États créanciers et débiteurs pour discuter des modalités de remboursement les plus efficaces. Pendant l'année, le Canada a participé aux rencontres du Club de Paris avec le Groupe de travail du Consortium de l'OCDE pour la Turquie présidé par le Président du Club.

Le Canada a signé avec le Cameroun, le Sénégal, le Rwanda et la Yougoslavie des accords d'assurance-investissements étrangers destinés à fournir un cadre pratique pour la solution de ces problèmes. Il a signé 28 accords du genre jusqu'ici. Vers la fin de l'année, des discussions sur des accords similaires étaient en cours avec 21 autres États.





signer la première convention internationale sur la pollution atmosphérique transfrontière à longue distance, étape mar-

quante de l'effort global pour réduire les pluies acides.

Au sein du Programme des Nations Unies pour l'environnement (PNUB), le Canada a continué à jouer un rôle de chef de file afin d'améliorer le rôle de coordinateur et de «catalyseur» du Programme au sein du système onusien. Il a recherché une prise de conscience globale des problèmes d'environnement et fait ressortir la nécessité de résister aux pressions de plus en plus fortes exercées sur le PNUB pour qu'il délaisse les programmes sur l'environnement mondial au profit de programmes ne concernant que certaines régions du monde ou que certaines couches de la population de la planète.

Dans toutes les rencontres multilatérales sur l'environnement, le Canada a sérieusement analysé les incidences environnementales des nouvelles stratégies énergétiques proposées. Cette préoccupation était particulièrement manifeste au Sommet de Tokyo où, sur l'initiative du Premier ministre Joe Clark, les problèmes environnementaux liés à la pollution atmosphérique ont été soulevés dans le cadre de rencontres par ailleurs dominées par les questions énergétiques.

## Politique scientifique

Les activités scientifiques internationales du gouvernement fédéral visent principalement à assurer que le Canada se taille une place parmi les grands pays industrialisés et technologiquement avancés. L'objectif est poursuivi de diverses manières, y compris les échanges d'informations, les visites d'experts et les projets de recherche entrepris conjointement avec d'autres pays; ces activités sont appuyées par le ministère des Affaires extérieures en collaboration avec le ministère d'Etat aux Sciences et à la Technologie et d'autres ministères et organismes à vocation scientifique.

L'année a été marquée d'efforts renouvelés et concertés pour renforcer les activités canadiennes de recherche et de développement. Une attention plus grande ayant été portée aux questions scientifiques et techniques, de nouveaux efforts ont été faits pour trouver des moyens d'appuyer les priorités et programmes nationaux par des mesures au plan international. Il y a eu promotion d'activités conjointes avec les CE et des pays comme la France, le Japon et l'Allemagne; le Canada a tenu d'importantes rencontres avec certains d'entre eux. Toutefois, malgré nos meilleurs efforts (notamment dans le domaine des sciences de l'Arctique), des progrès semblables n'ont pu être obtenus avec l'URSS. Le Canada a aussi été actif au sein de diverses organisations scientifiques multilatérales. Ses représentants ont participé aux réunions du Comité de la politique scientifique et technologique de l'OCDE, du Comité scientifique de l'OTAN, des conseillers supérieurs de la CEB en matière de science et de technologie ainsi que du Conseil des sciences du Commonwealth. Il a également participé activement aux

préparatifs du «Forum scientifique» de la Conférence sur la sécurité et la coopération en Europe (CSCE). Le Canada s'est aussi grandement préoccupé de ses relations avec le tiers monde, comme on l'a vu dans sa participation à la préparation de la Conférence des Nations Unies sur la science et la technique au service du développement (CNUSTD). Pendant la Conférence, il a annoncé que le Centre de recherches pour le développement international (CRDI) assumerait un nouveau rôle élargi visant à faciliter l'application des ressources scientifiques du Canada à la solution des problèmes des pays en développement.

## Transport aérien

Outre la conclusion d'un nouvel accord de services aériens avec l'Argentine, l'année a permis d'activer consultations et négociations bilatérales.

L'année dernière avait été difficile pour certains transporteurs aériens internationaux; cette année, en dépit de la hausse du coût du combustible ainsi que du ralentissement du taux de croissance du trafic et de la diminution générale des profits engendrés par l'incertitude de la conjoncture économique, les transporteurs canadiens semblent avoir connu des résultats satisfaisants en termes de croissance du trafic et des recettes même si leurs profits ont été touchés par la montée des coûts. Les Etats-Unis ont poursuivi leurs efforts pour déreglementer les services aériens internationaux après avoir constaté que leur industrie nationale avait connu une fort bonne année lorsque la déréglementation intérieure a été appliquée; mais ces efforts semblent avoir connu des succès moindres. Après des consultations internationales auxquelles le Canada a participé, les Etats-Unis ont mis fin aux actions judiciaires qu'ils avaient intentées contre les mécanismes de tarification de l'IATA en décidant de révoquer pour deux ans les exemptions anti-cartel applicables aux transporteurs américains exploitant des routes transatlantiques. Au Canada, un important changement dans la réglementation a pris la forme de modifications aux règlements sur les vols notifiés, promulgués à la fin de l'année après une série d'audiences publiques; ces modifications libéralisent les règles applicables aux vols notifiés tout en maintenant la distinction réglementaire entre services aériens réguliers et non réguliers.

Le négociateur en chef du Ministère pour les accords aériens est chargé de la conduite des négociations bilatérales; il demande au besoin l'aide du ministère des Affaires extérieures, de Transports Canada et de la Commission canadienne des transports pour la constitution d'équipes de négociateurs. Le Ministère joue aussi un rôle actif dans la formulation de la politique canadienne concernant l'aviation civile internationale et dans l'établissement de positions et de stratégies de négociation pour les discussions avec nos partenaires. En 1979, des consultations bilatérales ont été tenues avec Israël, les Etats-Unis, la Jamaïque, les pays scandinaves et l'Inde. En octobre, l'annonce que le gouver-

leurs rapports finals destinés à la Conférence finale de l'INFCE prévue pour février 1980.

En 1979, on a également commencé la préparation de la deuxième conférence d'examen du Traité sur la non-prolifération des armes nucléaires, qui doit se tenir en août 1980. On s'attend que cette conférence porte surtout sur les risques de prolifération associés au cycle du combustible nucléaire ainsi que sur les mesures à mettre en oeuvre pour les réduire. Les résultats de l'Évaluation devraient influencer considérablement sur ces débats.

Pendant l'année, le Canada a poursuivi ses efforts bilatéraux pour promouvoir ses objectifs en matière de commerce nucléaire et de non-prolifération. Il a mené des négociations avec la Suisse, l'Australie et les États-Unis dans le but d'établir les bases d'une coopération nucléaire bilatérale tenant compte des impératifs de sa politique en matière de non-prolifération. Il a également poursuivi le dialogue avec le Japon et la Communauté européenne sur les utilisations pacifiques de l'énergie nucléaire et sur la non-prolifération. En ce qui concerne ce premier point, il a continué à promouvoir le réacteur CANDU, pour ce qui est du deuxième, il a mené des consultations en vue de faciliter la conclusion d'un accord de coopération nucléaire à long terme en 1980 lorsque l'Évaluation sera terminée.

### Politique environnementale multilatérale

Par sa participation aux activités environnementales de l'ONU, de l'OCDE et de l'OTAN, le Canada vise notamment l'amélioration de sa capacité de gestion environnementale par l'échange de données sur les politiques et techniques des autres nations occidentales, le soutien des efforts communs pour résoudre les problèmes environnementaux de nature internationale, l'élaboration d'un droit international de l'environnement et l'encouragement d'un développement écologiquement sain et approprié pour le tiers monde. L'année 1979 a permis des progrès considérables en vue de la réalisation de ces objectifs.

Le Canada a tiré de grands avantages des échanges d'informations sur les politiques et les techniques au sein du Comité des défis de la société moderne de l'OTAN, lequel a célébré son dixième anniversaire en 1979. Au sein de l'OCDE, il a fortement appuyé un nouveau programme élargi d'uniformisation des méthodes d'essai et de contrôle des substances toxiques dans les États membres. En 1980, l'OCDE tiendra sur le sujet une réunion à haut niveau présidée par le Canada.

La Commission économique des Nations Unies pour l'Europe (CEE) servant maintenant de mécanisme de mise en application des dispositions environnementales de l'Acte final d'Helsinki, des négociations intensives se sont tenues pour établir une coopération Est-Ouest sur des sujets comme la dissémination des polluants atmosphériques sur une longue distance et l'échange de données sur les techniques produisant peu ou pas de déchets. Ces discussions ont mené la plupart des membres de la CEE, et le Canada, à

Les signes de plus en plus évidents de l'apparition de pénuries de pétrole sur les marchés mondiaux dans le courant de 1980 ont suscité au Canada des préoccupations quant à nos futurs approvisionnements, malgré notre position relativement privilégiée en ce qui concerne diverses autres sources d'énergie. L'objectif que le Canada s'est fixé à Tokyo tient compte du fait que nos importations pétrolières nettes peuvent passer de quelque 150 000 barils par jour en 1980 à près de 600 000 barils par jour en 1985. Pendant l'année, des discussions bilatérales sur les approvisionnements pétroliers se sont tenues avec le Mexique et le Venezuela dans le but d'accroître la sécurité énergétique du Canada.

### Échanges nucléaires internationaux et non-prolifération

Devant la détérioration graduelle de la situation énergétique mondiale, un certain nombre d'États se sont tournés vers l'énergie nucléaire pour satisfaire leurs besoins, ce qui a permis une intensification des échanges internationaux de matières et matériaux nucléaires (comme l'uranium et les réacteurs). Le Canada participe à ces échanges en tant que détenteur d'importants gisements d'uranium et grâce à sa compétence reconnue en matière de conception de réacteurs. C'est ainsi qu'il a déployé des efforts considérables pour promouvoir l'évolution d'un régime international de non-prolifération qui minimisera les risques de prolifération nucléaire (« horizontale ») tout en permettant la poursuite des échanges nucléaires internationaux.

Dans ses relations avec l'Agence internationale de l'énergie atomique (AIEA), le Canada a continué d'appuyer l'élaboration de mesures internationales de sauvegarde par l'Agence, notamment en ce qui concerne le réacteur CANDU, et il a contribué au programme de l'Agence visant à promouvoir les utilisations pacifiques de l'énergie nucléaire. Des experts canadiens ont participé activement aux travaux d'un nombre considérable de groupes consultatifs, comités techniques et colloques internationaux dans les domaines de l'énergie nucléaire (par exemple, la protection de l'environnement, la sécurité nucléaire, la santé et la gestion des déchets). Par ces contributions et par les efforts de ses représentants au Conseil des gouverneurs et à la Conférence générale de l'Agence, le Canada a continué de manifester son appui à l'AIEA en tant que grand élément d'une structure internationale conçue pour promouvoir l'utilisation pacifique de l'énergie nucléaire tout en minimisant les dangers de prolifération nucléaire.

Les représentants canadiens ont également joué un rôle actif dans l'Évaluation internationale du cycle du combustible nucléaire (INFCE). Cette évaluation lancée en octobre 1978 a pour l'un de ses grands objectifs de mener une évaluation technique des risques de prolifération associés aux diverses phases du cycle du combustible nucléaire et de suggérer des moyens de les réduire. En 1979, les huit groupes de travail de l'Évaluation ont analysé les données recueillies précédemment et commencé la préparation de



de 44 pour cent. Malgré cette perte, la production pétrolière mondiale du bloc non socialiste s'est élevée de quelque 4 pour cent ou de 2 millions de barils par jour en raison de l'augmentation de la production chez certains membres de l'OPEP, en mer du Nord et au Mexique. La consommation pétrolière des pays occidentaux ne s'est accrue que de 2 pour cent l'an dernier. Toutefois, la constitution d'importants stocks publics et privés—représentant 1,2 million de barils/jour de demande ou 3 pour cent de la consommation pétrolière de l'Occident—et le vif désir des acheteurs de maintenir leurs approvisionnements ont été les principaux facteurs qui ont permis aux pays producteurs d'imposer des majorations importantes.

Le prix officiel moyen du baril de pétrole de l'OPEP est passé de 12,93 dollars EU le 3 décembre 1978 à 26,12 dollars le 31 décembre 1979. C'était la une hausse de 102 pour cent en un an; en dollars réels, l'augmentation était presque tout aussi importante que le saut de 2,50 à 10 dollars en 1973-1974.

Au Sommet de Tokyo en juin, le Canada et les autres pays représentés ont convenu d'une stratégie commune pour s'attaquer au problème du renchérissement des cours pétroliers et des pénuries de pétrole en mettant l'accent sur la réduction de la consommation et l'exploitation de nouvelles sources d'énergie. Parmi les mesures concrètes adoptées, mentionnons des objectifs nationaux de plafonnement des importations pétrolières pour 1980 et 1985, et des mesures pour étaler au grand jour les rouages des marchés pétroliers mondiaux. Les dirigeants ont également convenu de mesures pour encourager la production de charbon et d'énergie nucléaire, ainsi que l'exploitation de nouvelles techniques énergétiques par la création d'un Groupe international des énergétiques lié à l'OCDE et à l'AIE. En septembre, à Paris, le Canada a participé à une rencontre des ministres de l'Énergie des pays du Sommet, qui a permis d'appliquer nombre des décisions prises au Sommet de Tokyo; en décembre, il a aussi participé à une réunion ministérielle de l'AIE lors de laquelle les 20 pays membres se sont fixés des objectifs nationaux de plafonnement de leurs importations pétrolières ainsi qu'un objectif collectif pour 1980 et 1985. Lors d'une réunion tenue en mai, les ministres de l'AIE avaient déjà pris des mesures collectives pour limiter les importations pétrolières du groupe en se fixant un objectif de 2 millions de barils par jour en 1979 et en convenant de Principes d'action en matière de charbon.

De nouvelles augmentations rapides des prix du pétrole et l'incertitude quant à l'approvisionnement des pays industrialisés et en développement ont relancé la nécessité de discussions énergétiques entre producteurs et consommateurs. Aucune instance particulière n'a été désignée à cette fin, mais la proposition de négociations mondiales relatives à la coopération économique internationale pour le développement qui a émergé de l'Assemblée générale de l'ONU à l'automne faisait de l'énergie l'un des cinq points à l'ordre du jour.

textiles sont contingentes. Depuis le 1 janvier 1979, les quotas sont administrés sur la base d'arrangements bilatéraux de restriction des exportations négociés dans le cadre de l'Arrangement du GATT concernant le commerce international des textiles. Vers la fin de l'année, des arrangements avaient été conclus avec Hong Kong, la Corée, Taiwan, la République populaire de Chine, les Philippines, Macao, la Thaïlande, Singapour, Sri Lanka, le Pakistan, la Pologne, la Roumanie, la Bulgarie, la Hongrie, le Brésil et le Japon. En outre, des négociations étaient en cours avec la Malaisie et l'Inde, dont les exportations étaient provisoirement contrôlées par des quotas à l'importation en attendant la conclusion d'arrangements bilatéraux. Depuis la fin de 1978, le Canada n'impose plus aucune restriction dans le secteur des textiles et des vêtements en vertu de l'Article XIX du GATT.

## Produits de base

Des discussions internationales sur une vaste gamme de produits se sont déroulées tout au long de l'année, notamment sur des produits couverts par le Programme intégré de la CNUCED pour les produits de base. Mentionnons notamment l'heureux aboutissement des négociations concernant un Accord international sur le caoutchouc naturel conçu principalement pour stabiliser les cours par le biais d'un stock régulateur international. Les négociations visant un nouvel Accord international sur le blé n'ont pu aboutir, étant donné surtout la divergence des vues des producteurs et des consommateurs sur les niveaux appropriés des prix et des stocks. Au plan multilatéral, on s'est entendu à la CNUCED V pour lancer, dans un cadre de coopération internationale, des travaux approfondis sur l'élargissement de la participation des pays en développement dans des domaines comme la transformation, la commercialisation et la distribution des produits primaires.

## Énergie

En 1979, la situation des approvisionnements et des cours pétroliers a connu ses plus fortes perturbations depuis l'embargo arabe qui a précipité la première crise de l'énergie en 1973-1974. L'interruption provisoire de toutes les livraisons iraniennes a créé chez les consommateurs une nervosité qui s'est soldée par des prix sans précédent à la fin de l'année. Ces graves développements internationaux ont forcé les participants au Sommet de Tokyo à consacrer leur attention aux questions énergétiques. Cette année encore, il s'est avéré impossible d'entamer un dialogue sur l'énergie entre pays industrialisés, pétroliers et en développement. La question de l'accès à des approvisionnements pétroliers suffisants est devenue un élément important de la politique étrangère du Canada.

Toutes les exportations de pétrole iranien ont été interrompues au premier trimestre de 1979 en raison de l'agitation politique dans ce pays. Elles ont par la suite repris, mais la production iranienne pour toute l'année a diminué



Le pays a donc grandement intérêt à s'assurer que les contrôles internationaux peuvent effectivement contre les pressions protectionnistes qui se manifestent partout et qui ne pourraient nuire au développement économique des nations. Les positions canadiennes adoptées lors des consultations internationales de 1979 ont reflété notre dépendance à l'égard d'un système commercial multilatéral ouvert et notre intérêt à promouvoir des ajustements positifs tenant compte de l'évolution de la conjoncture économique internationale. Les accords et engagements découlant du Tokyo Round constituent un bon point de départ. Les concessions tarifaires négociées lors des NCM devraient contribuer à élargir les échanges internationaux; par ailleurs, les règles du GATT régissant les mesures antidumping, les subventions et droits compensateurs, les licences d'importation, les marchés publics, les obstacles techniques au commerce, la valeur en douane et le commerce des aéronautiques devraient, avec les arrangements concernant la viande bovine et le secteur laitier, contribuer à rendre plus équitable et libéral l'environnement commercial des années 80. (Le Canada n'a pas entériné l'Arrangement concernant le secteur laitier parce qu'il ne tient pas compte de certaines de ses grandes exigences en matière d'exportations de lait écrémé en poudre. En outre, son acceptation de l'accord sur la valeur en douane est assortie d'un délai de mise en application de quatre ans). Le renforcement général des procédures du GATT régissant le règlement des différends est peut-être l'un des plus importants résultats des NCM, surtout pour des pays comme le Canada qui peuvent parfois avoir moins d'influence économique et politique que certains autres pays.

Pendant l'année, le Canada a entrepris des consultations ou des négociations sur toute une gamme de problèmes commerciaux. Il a poursuivi ses consultations avec trois grands exportateurs de chaussures sur le marché canadien (É-U, CE et Brésil) touchés par la décision de 1977 d'imposer, en vertu de l'Article XIX du GATT, un contingentement global des importations canadiennes de chaussures. En vertu du même Article, le Canada a également entrepris des consultations avec les États-Unis concernant les mesures de sauvegarde américaines sur les attaches industrielles, et il a poursuivi les négociations sur le contingentement imposé par les États-Unis sur les importations d'acier spéciaux. La première enquête menée par le Canada sur les droits compensateurs concernait nos importations de ficelle de bottelage subventionnées par le Brésil, le Mexique et la Tanzanie; elle a connu un dénouement satisfaisant lorsque les trois exportateurs ont convenu de maintenir leurs prix à l'exportation au niveau pratiqué à la fin de 1979, lequel était sensiblement supérieur à celui en vigueur lorsque l'enquête a été lancée.

## Textiles et vêtements

À l'heure actuelle, presque toutes les importations canadiennes de vêtements et une gamme importante de produits

rieurs pour nos produits agricoles, halieutiques et industriels. La réduction ou l'élimination d'une vaste gamme de tarifs douaniers et le resserrément du contrôle international des obstacles non-tarifaires avantageront les exportateurs canadiens et devraient encourager une production plus rentable au Canada.

Lors de la réunion du Conseil des ministres de l'OCDE tenue en juin pour planifier une stratégie macro-économique d'action concertée adoptée en 1978 pour stimuler une croissance économique non-inflationniste soutenue. Les politiques endossées par les ministres des Affaires étrangères et des Finances reconnaissent que la politique énergétique est partie intégrante d'une stratégie macro-économique; et bien que l'on ait maintenu les divers éléments de régulation de la demande contenus dans le programme de 1978, il a été convenu de les accompagner d'améliorations au chapitre de l'offre, notamment en encourageant les investissements productifs et en facilitant les aménagements de structure. Les ministres se sont également réjouis de l'émergence des «nouveaux pays industriels» (ou NPI) sachant que, si ces pays et les pays industrialisés se dotent de politiques économiques appropriées, les échanges de la zone OCDE avec les NPI deviendront graduellement équilibrés et mutuellement avantageux. Leurs discussions se sont en bonne partie concentrées sur les répercussions économiques mondiales des approvisionnements énergétiques et de leurs cours; les ministres se sont également entendus sur la nécessité de réduire la consommation d'énergie et d'accroître la production. Bien qu'il y ait à court terme conflit entre hausses des prix de l'énergie et lutte contre l'inflation, le renchérissement des prix permettrait à plus long terme d'éviter qu'une sévère pénurie ne devienne une source permanente d'inflation.

Lors du Sommet de Tokyo en juin, le Canada s'est rallié à une stratégie concertée de lutte contre l'inflation, le renchérissement des cours pétroliers et les pénuries de pétrole. Il a été convenu que les tâches les plus urgentes étaient de réduire la consommation de pétrole et de hâter l'exploitation de nouvelles sources d'énergie. Dans le cadre de cette grande stratégie, chaque pays participant s'est donné des objectifs précis pour ses importations pétrolières, et un organisme représentatif a été créé pour examiner les progrès accomplis par chaque pays. En outre, les participants ont convenu d'établir un registre des transactions pétrolières internationales pour ralentir la spirale des prix sur le marché libre, de hâter la mise en valeur et l'exploitation commerciale de nouvelles techniques énergétiques et d'élargir l'utilisation de sources d'énergie autres que le pétrole.

## Politique commerciale

Les échanges de biens et de services restent un élément important du bien-être économique général du Canada. Les exportations composent maintenant 25 pour cent du produit national brut contre quelque 20 pour cent en 1975. Notre

## Politique économique d'ensemble

Le Canada et les autres grands pays industrialisés de l'Occident ont poursuivi leur recherche de politiques adaptées sur toute la gamme des problèmes économiques et énergétiques ressentis pendant l'année: forts taux d'inflation, faibles taux de croissance, niveaux de chômage élevés, importants déficits en compte courant, faible productivité, lente reprise des investissements et léger assainissement de la situation de la balance des paiements internationaux; tous ces problèmes ont été aggravés par les hausses sans précédent des prix pétroliers entraînés en partie par les graves développements politiques survenus à l'étranger.

Étant donné l'interdépendance économique des pays industrialisés et en développement, les pays en développement importateurs de pétrole ont été très durement touchés, soit directement par le renchérissement des cours, soit indirectement par le ralentissement de l'activité économique dans les pays développés. L'intensification de la coopération avec les pays en développement a donc pris une importance encore plus grande pour le maintien du système économique mondial (voir le chapitre suivant). Le Canada s'est lui aussi penché sur la nécessité pour les pays développés et en développement de s'adapter aux ajustements structurels que connaît actuellement l'économie mondiale, et de trouver un équilibre entre la promotion d'une utilisation maximale du capital et de main-d'œuvre et le rejet de coûts sociaux ou économiques inacceptables, sous peine de se laisser entraîner par les pressions protectionnistes. Dans ce contexte, le succès des Négociations commerciales multilatérales (NCM) du Tokyo Round au deuxième semestre a été une réalisation marquante: les NCM ont notamment permis une réduction générale de quelque 33 pour cent des tarifs douaniers, une entente sur toute une série d'importants codes non tarifaires, ainsi que le renforcement des procédures de surveillance, de consultation et de règlement des différends. Ainsi, les questions macro-économiques, commerciales et énergétiques ont posé un grand défi aux responsables des politiques, ce qui s'est traduit dans la recherche de solutions multilatérales.

Le Canada a participé activement à toutes les grandes rencontres économiques internationales de l'année, y compris la cinquième Conférence des Nations Unies sur le commerce et le développement (CNUCED V) à Manille en mai-juin; la réunion des ministres du Conseil de direction de l'Agence internationale de l'énergie (AIE) en mai; la réunion du Conseil des ministres de l'Organisation de

coopération et de développement économiques (OCDE) en juin; le Sommet économique de Tokyo en juin; la réunion conjointe du Conseil des gouverneurs du Fonds monétaire international (FMI) et de la Banque internationale pour la reconstruction et le développement (BIRD ou Banque mondiale) en octobre; et la session annuelle des Parties contractantes à l'Accord général sur les tarifs douaniers et le commerce (GATT) en novembre. Étant donné que le bon fonctionnement du système commercial et financier est essentiel à son bien-être économique, le Canada a également continué à participer à toute la gamme des consultations économiques multilatérales régulières et spéciales visant une meilleure coopération internationale. À cet égard, l'accord de principe sur la création d'un fonds commun pour la stabilisation des prix des produits de base a été l'une des réalisations marquantes de l'année.

Les événements survenant à l'étranger ont continué d'influer considérablement sur la situation économique au Canada. Les taux d'inflation à deux chiffres qu'ont connus la plupart de nos grands partenaires commerciaux et la hausse des coûts des aliments, de l'énergie et de la main-d'œuvre ont contribué à maintenir l'inflation chez nous. Par ailleurs, le taux de chômage a quelque peu diminué. La production totale a connu un accroissement marginal, et l'ajustement à la baisse du dollar canadien sur les marchés des changes a amélioré la compétitivité des produits canadiens sur les marchés étrangers. L'excédent de notre compte-marchandises a représenté quelque 4 milliards de dollars; toutefois, l'accroissement de la valeur des paiements nets à l'étranger a entraîné un important déficit au compte courant.

Les activités internationales du Canada et les positions adoptées par ses représentants ont tenu pleinement compte de la situation au pays et de ses répercussions. Les grandes positions du Canada ont également été fondées sur la reconnaissance du fait que, dans une économie mondiale interdépendante, des progrès satisfaisants sur des problèmes économiques communs ne sont possibles que par un effort incessant pour assurer que les mesures adoptées au plan international sont réalistes et équitables. Par exemple, à la suite d'un effort concerté et soutenu pendant les six années de négociations commerciales à Genève—pendant lesquelles il y a eu des consultations avec les provinces et avec les représentants canadiens du monde des affaires, du monde du travail et des organismes de consommateurs—, nos négociateurs ont pu obtenir de meilleurs débouchés exté-



## Pourparlers sur la limitation des armes stratégiques (SALT)

Dix années de négociations difficiles entre les États-Unis et l'Union soviétique ont été couronnées par la signature, le 18 juin 1979 à Vienne, du second accord sur la limitation des armes stratégiques (SALT II) qui marque un grand pas dans la tâche éminemment importante qu'est la recherche d'une entente visant à arrêter la course aux armes nucléaires stratégiques et à amorcer le processus de réduction des arsenaux nucléaires. En 1972, les États-Unis et l'URSS ont signé un accord provisoire sur la limitation des armes nucléaires stratégiques (SALT I) et, en 1974 à Vladivostok, sont parvenus à une entente sur un avant-projet de ce qui allait devenir l'accord final, ou SALT II.

Le traité doit être ratifié par le Sénat des États-Unis, processus qui s'annonce long et difficile. La première étape a été franchie en novembre 1979 lorsque la Commission des relations étrangères du Sénat, après quatre mois d'audiences, a soumis le traité au Sénat en recommandant son approbation. À la fin de l'année, toutefois, la détérioration du climat politique Est-Ouest qui a suivi l'invasion soviétique de l'Afghanistan ne laissait plus prévoir une ratification rapide.

En tant que ferme partisan de ces négociations, le Canada a continué, tant au sein de l'OTAN que par le biais des voies bilatérales, à endosser et à appuyer entièrement les efforts en vue d'obtenir rapidement un accord sur des mesures susceptibles de contribuer à limiter la croissance et le perfectionnement des armes nucléaires stratégiques et, par conséquent, de renforcer l'équilibre stratégique en le rendant plus stable et d'amoindrir le risque d'une guerre.

## Réductions mutuelles et équilibrées des forces (MBFR)

Après les SALT, l'autre grande série de négociations permanentes Est-Ouest sur la maîtrise des armements se poursuit au sein de la Conférence sur les réductions mutuelles de forces et d'armements et sur les mesures connexes en Europe centrale ayant débuté à Vienne en 1973. Grâce à ces négociations, mieux connues sous le sigle MBFR, l'OTAN et le Pacte de Varsovie s'efforcent de conclure une entente sur des moyens de réduire le niveau des forces qui s'opposent en Europe centrale. Comme on l'avait prévu dès le début, de nombreuses difficultés ont surgi et les progrès ont été lents. L'un des principaux obstacles a été l'incapacité de s'entendre sur l'ampleur actuelle des forces du bloc de l'Est dans la région qui seraient soumises à des réductions. À la fin de 1979, l'OTAN a proposé un nouveau plan simplifié de réductions, mais aucun accord n'est encore en vue.

Le Canada estime qu'une réduction mutuelle des forces en Europe centrale allégerait les tensions Est-Ouest et contribuerait à faire régner une plus grande confiance; une

## Modernisation et maîtrise des armements des forces nucléaires de théâtre

conduite des négociations.

telle réduction, outre son importance intrinsèque, pourrait entraîner d'autres progrès en matière de désarmement et de maîtrise des armements. Au sein de l'Alliance, le Canada a toujours fortement appuyé les objectifs des MBFR et a participé activement à la formulation des politiques et à la

La modernisation des forces nucléaires de théâtre d'opérations de l'OTAN a été l'une des grandes questions sur lesquelles l'Alliance a dû se pencher en 1979. Depuis plus de deux ans, l'OTAN cherche le meilleur moyen de contre l'expansion continue de la capacité nucléaire soviétique en Europe, et notamment le fort déploiement, ces dernières années, du nouveau missile nucléaire mobile SS-20 à portée intermédiaire et du bombardier supersonique «Backfire». Alors que la quantité et la qualité des armes de théâtre soviétiques à plus long rayon d'action n'ont cessé de s'accroître, aucune évolution semblable n'a été constatée dans le cadre de l'OTAN, certaines de ces armes devenant même désuètes. Consciente de l'opportunité de restreindre l'utilisation que l'une et l'autre parties font de ces armes, l'Alliance s'est penchée sur la façon dont pourraient être négociées avec l'Union soviétique des limitations mutuelles des forces nucléaires de théâtre.

Les décisions sur ces questions ont été rendues plus difficiles par une campagne intense et soutenue de l'Union soviétique, qui a eu recours à sa diplomatie et à sa propagande afin de s'opposer aux plans de modernisation de l'OTAN. La campagne a été couronnée par un discours (prononcé à Berlin-Est le 6 octobre 1979) dans lequel le Président Brejnev invitait l'OTAN à abandonner ses plans de modernisation des actuels programmes soviétiques de déploiement d'armes nucléaires de théâtre.

Lors d'une réunion spéciale des ministres des Affaires étrangères et de la défense tenue à Bruxelles le 12 décembre, l'OTAN a décidé de poursuivre ses plans visant la production et le déploiement en Europe, à compter de 1983, d'un certain nombre de nouveaux missiles balistiques et de croisière. Chaque nouvelle ogive ainsi introduite en remplaçait une plus ancienne, le résultat étant qu'il n'y aurait aucun accroissement du nombre global des armes nucléaires dont dispose l'OTAN. Les ministres de l'OTAN ont, par la même occasion, décidé que l'Union soviétique devrait être invitée à entamer des négociations sur la maîtrise des armements visant à fixer des limites convenues sur le nombre de ces armes utilisées par chaque partie. Cette offre de négociation a été officiellement transmise à l'Union soviétique quelques jours plus tard, étant donné l'intense effort des Soviétiques pour empêcher la modernisation de l'OTAN, on ne s'attendait toutefois pas immédiatement à une réponse favorable.



de l'OTAN en a profité pour rencontrer certains membres du Gouvernement.

## Coopération bilatérale en matière de défense

Le Canada a des arrangements bilatéraux de défense avec un certain nombre de ses partenaires de l'OTAN. Les ententes qui concernent la défense de la région Canada-Etats-Unis de l'OTAN nécessitent une consultation et une coopération des plus étroites entre les deux pays. Nos grands objectifs sont d'assurer la souveraineté et la sécurité du Canada en apportant notre contribution à la défense collective de l'Amérique du Nord.

Les travaux de la Commission mixte permanente de défense, principal organisme consultatif en matière de défense continentale, sont dirigés par deux coprésidents qui font directement rapport à leurs chefs de gouvernement respectifs. En 1979, la Commission a étudié diverses questions comme l'amélioration des systèmes de défense aérienne de l'Amérique du Nord, la planification d'urgence pour le stockage de réserves pétrolières stratégiques américaines au Canada et le maintien des programmes bilatéraux de partage de la recherche et de la production de défense.

L'accord portant création du Commandement de la défense aérienne de l'Amérique du Nord est régulièrement revu pour assurer son adaptation permanente à une situation en évolution. Une étude canado-américaine, approuvée en 1978 et terminée en octobre 1979, a présenté aux deux gouvernements toute une gamme de choix politiques propres à assurer une défense aérienne adéquate de l'Amérique du Nord pendant les vingt prochaines années.

Si la préparation au combat est évidemment l'une des grandes priorités de nos relations de défense avec les Etats-Unis, il reste qu'en temps de paix on se consacre à la poursuite d'activités collectives militaires et civiles: opérations de recherche et de sauvetage, production de rapports météorologiques, planification civile d'urgence, recherche dans le Grand Nord. La préparation à des situations d'urgence civile comme la rentrée dans l'atmosphère du Skylab américain, sorti de son orbite vers le milieu de l'année 1979, a été l'un de ces exemples de coopération entre civils et membres des Forces canadiennes.

## Aide à la formation militaire

L'administration du Programme d'aide à la formation militaire relève d'un comité interministériel présidé par le ministre des Affaires extérieures. Lorsque des places sont disponibles, une formation est donnée sur demande au personnel des forces armées de certains pays non membres de l'OTAN. Le programme offre une vaste gamme de stages d'instruction militaire pour officiers ou officiers d'état-major subalternes, ou pour l'exercice d'un métier au sein des forces armées. En 1979, 53 candidats d'Afrique et des Caraïbes ont reçu une formation au Canada, la grande majorité d'entre eux suivant les cours d'officiers.

L'engagement du Canada envers le programme de défense de l'OTAN se fonde sur le principe voulant qu'il participe indirectement à sa défense en contribuant directement à celle de l'Europe. L'OTAN s'appuie sur une stratégie de défense et de dissuasion fondée sur une triade de forces: intercontinentales, nucléaires de théâtre et classiques. Si la décision concernant l'achat d'un nouveau chasseur a dû être reportée au début de 1980, les arrangements visant l'acquisition d'un nouvel équipement pour les Forces canadiennes ont progressé de façon satisfaisante en 1979 avec l'achèvement des livraisons de chars de bataille Léopard, l'entrée en service du premier d'une nouvelle série de véhicules blindés de transport de troupes et les essais initiaux du premier patrouilleur Aurora à long rayon d'action destiné au Canada. On a également retravaillé les soumissions des cinq consortia qui se disputent le contrat de conception de six frégates de patrouille.

Le processus de consultation de l'OTAN donne aux nations membres la possibilité d'envisager d'importantes initiatives visant à améliorer les relations Est-Ouest. A cet égard, mentionnons la deuxième Conférence sur la sécurité et la coopération en Europe (CSCE) prévue à Madrid en 1980, les pourparlers américano-soviétiques sur la limitation des armes stratégiques (SALT) et les négociations permanentes de Vienne sur les réductions mutuelles et équilibrées des forces (MBFR). Il y a également eu des réunions d'experts nationaux sur une vaste gamme de sujets, dont certaines transcendaient le secteur couvert par le Traité. Parmi celles-ci, mentionnons les sessions ordinaires du Comité des défis de la société moderne (CDSM) et du Comité scientifique. Par le biais de son appartenance à l'OTAN, le Canada a échangé ses vues avec quatorze de ses principaux alliés, y compris huit des neuf membres de la Communauté européenne et ce, sur diverses questions politiques, militaires, économiques et scientifiques.

Le sous-secrétaire a représenté le nouveau secrétaire d'Etat aux Affaires extérieures à la réunion ministérielle du Conseil de l'Atlantique Nord tenue en mai à La Haye; il y a présenté un message du Premier ministre du Canada promettant l'appui permanent de son pays à l'Alliance. En décembre, la solidarité de l'Alliance a de nouveau fait ses preuves lorsque les nations membres, dont certaines devaient tenir compte de sérieuses objections politiques nationales, ont unanimement décidé de moderniser les forces nucléaires de théâtre de l'OTAN et de mettre de l'avant une proposition concrète de négociations sur le contrôle des armements avec l'Union soviétique. La décision a été prise lors d'une réunion spéciale des ministres des Affaires étrangères et de la Défense à laquelle ont assisté le secrétaire d'Etat aux Affaires extérieures et le ministre de la Défense nationale.

L'Assemblée de l'Atlantique Nord, organisation interparlementaire des pays membres de l'Alliance, a tenu sa session annuelle à Ottawa en octobre. Le Secrétaire général

au Vietnam. Au début de la session de 1979, l'Assemblée générale a fermement décidé de continuer à reconnaître le régime qui dirigeait de droit le Kampuchea, plutôt que son rival de fait, installé dans la capitale par les troupes vietnamiennes; au cours du processus, les pays non alignés sont majoritairement revenus sur la position qu'ils avaient récemment prise de ne reconnaître aucun des régimes. Dans le courant de la session, (après avoir rejeté deux autres projets plus faibles) l'Assemblée a, par une très grande majorité, adopté une résolution réclamant le retrait des troupes, des mesures en vue d'une solution politique du conflit ainsi qu'une aide humanitaire coordonnée par l'ONU et destinée au nombre croissant des réfugiés touchés par les combats. Le Canada a appuyé la décision sur la reconnaissance et coparrainé la résolution, considérant que les gouvernements créés par une intervention militaire étrangère sont illégitimes et qu'une solution permanente du problème des réfugiés exige que l'on s'attaque à ses racines politiques.

## Sahara occidental et Timor oriental

En 1979, les Nations Unies se sont occupées de deux autres différends résultant du processus de décolonisation. Sur la question du Sahara occidental, l'Assemblée générale s'est ralliée à la thèse de l'autodétermination présentée par l'Algérie, plutôt que d'épouser celle préconisant l'annexion au Maroc de l'ancienne colonie espagnole pour des raisons de souveraineté historique. Le Canada a adopté une position de neutralité absolue, à la satisfaction des parties concernées.

Sur la question du Timor oriental, l'Assemblée générale a modéré sa forte opposition à l'annexion de l'ancienne colonie portugaise par l'Indonésie, et s'est limitée à réclamer l'autodétermination et une aide humanitaire. Le Canada s'est abstenu sur la résolution, reconnaissant que l'annexion du territoire ne résultait pas du plein exercice de l'autodétermination, mais l'acceptant comme un fait accompli et irréversible auquel la communauté internationale se doit de répondre en accordant des secours d'urgence aux habitants du territoire.

## Organisation du Traité de l'Atlantique Nord

Notre appartenance à l'OTAN, organisation collective de défense et mécanisme de consultations politiques avec nos alliés, est l'un des grands facteurs de la politique étrangère du Canada depuis la création de l'Alliance il y a trente ans. Fondée sur la coopération entre les nations européennes membres, les États-Unis et le Canada ainsi que sur l'indivisibilité de la défense de ses deux secteurs continentaux, l'Alliance a bien servi ses membres en sauvegardant la paix depuis trois décennies. Son processus de consultation a également donné aux membres la possibilité d'échanger leurs vues et de tenter de parvenir à un consensus sur les importantes questions ayant une incidence directe sur les relations Est-Ouest.

Le Canada a toujours appuyé le processus de paix mis en branle par les accords de Camp David comme étant une première étape importante en vue d'un règlement juste et global au Moyen-Orient sur la base des résolutions 242 (1967) et 338 (1973) du Conseil de sécurité. Dans cet esprit, il s'est réjoui de la conclusion d'un traité de paix entre l'Égypte et Israël.

Même si le Canada n'est plus membre du Conseil de sécurité, le secrétaire d'État aux Affaires extérieures, Flora MacDonald, s'est adressée au Conseil pour condamner la prise d'otages à l'ambassade américaine de Téhéran comme une violation fondamentale du droit international.

## Chypre

Le Canada a continué de contribuer sensiblement au rétablissement de la paix à Chypre par le maintien de son contingent au sein de la Force des Nations Unies à Chypre (UNFICYP). À l'Assemblée générale, il a fait valoir que les parties concernées doivent faire preuve de plus de détermination dans leur recherche d'une solution acceptable aux problèmes de l'île si l'on veut que les contributeurs de troupes restent persuadés de la valeur des opérations locales de maintien de la paix. Le Canada a également accordé son appui aux efforts du Secrétaire général de l'ONU pour obtenir la reprise des négociations intercommunautaires.

En mai 1979, le Président Kyprianou de Chypre a rencontré M. Denktash, leader de la communauté chypriote turque, sous les auspices du Secrétaire général. Tous deux ont convenu de reprendre les négociations en juin. Malheureusement, les entretiens ont été rompus après une semaine seulement, et n'avaient toujours pas repris à la fin de l'année. Le Canada s'est abstenu sur la résolution de l'Assemblée générale concernant Chypre, en raison surtout d'une disposition visant l'établissement d'un comité spécial si les entretiens intercommunautaires ne marquaient aucun progrès avant le 31 mars 1980. Le Canada a allégué qu'un tel comité allait vraisemblablement entraver le dialogue entre les deux communautés.

## Kampuchea

Parmi les différends internationaux qui ont récemment retenu l'attention des Nations Unies, l'un des plus permicieux est le conflit provoqué par l'invasion vietnamienne du Kampuchea (Cambodge) en janvier 1979. Après que les Soviétiques eurent bloqué une résolution condamnant l'invasion elle-même, le Conseil de sécurité s'est à nouveau trouvé dans l'impossibilité de traiter efficacement des mesures punitives que la Chine devait, par la suite, appliquer



des opérations de maintien de la paix de l'ONU. À la suggestion du Canada, on a attaché une certaine importance aux aspects pratiques des opérations de maintien de la paix, mais aucun accord n'a été proposé, même sur ces mesures qui, de l'avis du Canada, pouvaient être appliquées avant même qu'il y ait entente sur les lignes directrices de politique. À sa trente-quatrième session, le Comité des 33 était à nouveau fortement incité à accélérer ses travaux en vue de terminer rapidement la préparation des lignes directrices convenues et de concentrer son attention sur le déroulement concret des opérations. Les membres ont également été priés de fournir des données sur l'expérience acquise au sein d'opérations de maintien de la paix.

## Afrique australe

L'initiative prise par les cinq membres occidentaux du Conseil (Canada, Grande-Bretagne, France, République fédérale d'Allemagne et États-Unis) pour favoriser une transition pacifique vers l'indépendance et la règle de la majorité en Namibie a été relancée sur la base des résolutions 385 et 435 du Conseil de sécurité. Des difficultés inhérentes au projet d'application du règlement, acceptée par toutes les parties en 1978, ont entraîné d'intenses négociations à New York en mars, et la nature de la proposition elle-même a été sensiblement modifiée pendant l'été par le projet d'établissement d'une zone démilitarisée le long de la frontière septentrionale de la Namibie. Ces hésitations permanentes ont abouti, en novembre à Genève, à une nouvelle série d'entretiens qui ont permis certains progrès propres à faciliter la mise en application du règlement. À la fin de l'année toutefois, les parties semblaient toujours attendre que le processus de transition vers l'indépendance s'amorce, à l'instar de ce qui s'était passé en Rhodésie, pays voisin. De plus, des questions restaient en suspens concernant l'échéancier d'un cessez-le-feu et d'élections supervisées par l'ONU en Namibie, ainsi que le rôle et la composition de la nouvelle opération de maintien de la paix de l'ONU.

En 1979, l'Assemblée générale a approuvé sept résolutions concernant la Namibie, lesquelles réclamaient généralement une plus grande activité de l'ONU sous la direction du Conseil pour la Namibie et préconisaient une coopération accrue avec l'Organisation des peuples du Sud-Ouest africain (SWAPO). Le Canada et les autres membres du «Groupe des Cinq» se sont abstenus par principe de voter sur les cinq résolutions concernant l'essentiel de l'effort de règlement, alléguant qu'ils ne souhaitaient pas adopter une position trop marquée à cette étape délicate de leurs efforts en vue d'un règlement négocié. Deux autres résolutions sur le Fonds des Nations Unies pour la Namibie et le Programme d'éducation de la nation namibienne ont été adoptées par consensus.

Les négociations entre la Grande-Bretagne et trois dirigeants rhodésiens, parrainées par le Commonwealth et visant à mener la Rhodésie à l'indépendance et à la règle de

la majorité, ont connu un dénouement heureux en décembre. Aux Nations Unies, les réactions ont été promptes, mais diverses. L'Assemblée générale a adopté une résolution globale contre laquelle le Canada a malheureusement dû voter, après s'être abstenu sur la résolution correspondante de 1978 et s'être rallié au consensus lors des trois années précédentes. Il s'agissait en effet, selon lui, d'une résolution inacceptable: non seulement elle reflétait mal l'accord qui venait d'être conclu mais il était possible que sa mise en application soulève prématurément des questions aussi délicates que les sanctions. En outre, elle reconnaissait l'une des parties à l'accord, à savoir le Front patriotique, comme «le seul représentant légitime et authentique du peuple» et endossait la «lutte armée» de ce dernier. Quelques jours plus tard, le Conseil de sécurité prenait une mesure beaucoup plus constructive en décidant de mettre fin aux sanctions économiques imposées contre la Rhodésie en 1966 et 1968; il favorisait ainsi un climat d'espoir et de coopération nécessaire au règlement du problème.

La frustration de plus en plus marquée des Africains devant le maintien des politiques d'apartheid de l'Afrique du Sud est apparu clairement dans le ton des résolutions sur ce sujet, résolutions dont le nombre va croissant et qui réclament généralement de plus grands efforts pour combattre l'apartheid et mettre fin à presque toutes les formes de contacts internationaux avec l'Afrique du Sud. En 1979, l'Assemblée générale a adopté dix-huit de ces résolutions; le Canada, qui en a appuyé dix tout en s'abstenant sur quatre et en votant contre quatre autres, considère que l'apartheid est un affront à l'humanité tout entière puisqu'il nie les droits humains fondamentaux de la majorité noire de l'Afrique du Sud; c'est pourquoi il est disposé à appuyer une action positive visant à y mettre fin, tout en rejetant certaines propositions plus contestées et extrémistes. Le Canada a voté contre des résolutions réclamant la cessation des relations économiques et autres avec l'Afrique du Sud, établissant un lien entre Israël et l'Afrique du Sud (ou le sionisme et le racisme) et endossant la lutte armée comme un moyen légitime de combattre l'apartheid. Il s'est abstenu sur les résolutions qui comportaient implicitement ces idées, qui désignaient deux mouvements de libération radicaux comme les seuls représentants authentiques du peuple sud-africain et qui considéraient l'apartheid comme une telle menace à la paix et à la sécurité internationales (la reconnaissance d'une menace étant la prérogative du seul Conseil de sécurité). Enfin, le Canada a continué d'appuyer la participation de l'Afrique du Sud au système de l'ONU, croyant que le fait d'isoler davantage ce pays de la communauté mondiale ne fait que réduire les chances de le voir évoluer sous l'influence de cette communauté.

## Moyen-Orient

Comme par les années précédentes, le ton du débat sur le Moyen-Orient à l'Assemblée générale a peu contribué aux perspectives de paix dans la région. Les Arabes ont mené le camp des opposants au processus de négociation de Camp



d'urgence de l'ONU stationnée au Sinaï, qui s'est terminée après la signature du traité de paix israélo-égyptien. Le Conseil a également pris la décision de lever les sanctions économiques imposées depuis longtemps contre la Rhodésie et ce, après l'heureux dénouement des négociations entre la Grande-Bretagne et la Rhodésie sur la transition vers l'indépendance.

À la fin de l'année, le Conseil de sécurité a réclamé à l'unanimité la remise en liberté des otages américains à Téhéran et accepté d'envisager des sanctions économiques (plus tard bloquées par l'Union soviétique), après avoir entendu les déclarations faites sur le sujet par le secrétaire d'Etat aux Affaires extérieures et les représentants de nombreuses nations non membres du Conseil. Ce dernier a également commencé à se pencher sur la question de l'invasion de l'Afghanistan par l'Union soviétique. La République démocratique allemande, le Nigér, les Philippines et la Tunisie ont été choisis pour remplacer la Tchecoslovaquie, le Gabon, le Koweït et le Nigéria, leur mandat de deux ans a débuté le 1<sup>er</sup> janvier 1980. Le Mexique a été ensuite choisi comme candidat de compromis pour remplacer la Bolivie à la suite d'une impasse sans précédent entre les candidats originaux, soit Cuba et la Colombie.

### Maintien de la paix

Dans ce domaine, le grand événement de l'année a été la décision, prise en juillet, de ne pas renouveler le mandat de la Force d'urgence des Nations Unies (FNUU), qui a donc dû se retirer du Sinaï. Il en a été ainsi parce que nombre de pays ont jugé inopportun que les Nations Unies supervisent l'application du traité de paix israélo-égyptien auquel s'oppose une partie importante des membres de l'Organisation.

Le retrait de la FNUU II a nécessité un accroissement des effectifs de la Force des Nations Unies chargée d'observer le dégageant (FNUOD) pour compenser la perte du soutien jusque-là accordé par la Force du Sinaï en matière de logistique et de communications. À la demande du Secrétaire général de l'ONU, le Canada a accepté de faire passer de 170 à 220 ses effectifs détachés auprès de la FNUOD. Le mandat de cette dernière a été prorogé pour une nouvelle période de six mois, soit jusqu'au 31 mai 1980. Le mandat de l'autre grande force de maintien de la paix de l'ONU à laquelle le Canada participe activement, soit la Force des Nations Unies à Chypre (UNFICYP), a également été prorogé de six mois, c'est-à-dire jusqu'au 15 juin 1980.

L'avènement de la FNUU II n'était pas la seule question litigieuse en matière de maintien de la paix. Des divergences profondes sur la politique de maintien de la paix ont continué à subsister au sein du Comité spécial des opérations de maintien de la paix, ou Comité des 33, dont le Canada est membre. Un certain nombre de réunions importantes ont été tenues en 1979, mais aucune percée n'est produite dans les discussions concernant les principes régissant l'organisation, le financement et le contrôle quotidien

Lors de la Trente-quatrième session, la Première commission de l'AGNU, outre ses traditionnelles résolutions sur le contrôle des armements et le désarmement, a continué de se pencher sur le programme d'action de la Session extraordinaire. Dans l'ensemble, on a adopté trente-neuf résolutions sur des questions de désarmement, dix-huit sur des questions nucléaires, onze sur des questions non nucléaires et dix sur des questions de procédure. Le Canada a de nouveau coparrainé avec la Pologne la résolution sur les armes chimiques et fait approuver par une majorité encore une fois écrasante une résolution sur les matières fissiles. Il a somme toute pu se rallier au consensus sur dix-sept résolutions et en appuyer douze autres.

Étant donné la mise en marche d'une étude de l'ONU sur les mesures de confiance au printemps de 1980 et la nature des mesures de sécurité prévues pour la Conférence sur la sécurité et la coopération en Europe qui doit se tenir à Madrid en vue de la révision de l'Acte final d'Helsinki, cette approche peu connue des négociations sur la maîtrise des armements saura sans doute retenir suffisamment l'attention du public. En 1979, le Canada a joué un rôle important dans l'élaboration et l'application des mesures de confiance et continuera, à titre de membre du groupe d'étude de l'ONU et à Madrid, à explorer toutes les voies qui offrent des possibilités raisonnables de résultats concrets dans le domaine de la maîtrise des armements et du désarmement.

### Non-prolifération

Outre qu'il a cherché à empêcher une nouvelle expansion (ou prolifération «verticale») des arsenaux nucléaires des États déjà dotés d'armes nucléaires, le Canada a continué à déployer ses meilleurs efforts pour empêcher la dissémination (ou prolifération «horizontale») des armes nucléaires ou des capacités de mise à feu d'engins nucléaires explosifs à l'extérieur de ces États. Le chapitre 2 de la partie A fait état de ces efforts.

### Conseil de sécurité

Le 1<sup>er</sup> janvier 1979, le Canada et la République fédérale d'Allemagne ont été remplacés par la Norvège et le Portugal comme membres non permanents représentant le groupe occidental au Conseil de sécurité. Malgré la fin de son mandat, le Canada a continué de s'associer aux efforts des pays occidentaux pour obtenir un règlement négocié en Namibie, comme on verra plus loin.

Le Conseil de sécurité s'est prononcé sur presque toutes les grandes questions internationales de l'année. L'Union soviétique s'est opposée à la condamnation de l'invasion vietnamienne du Kampuchea (Cambodge). Sur la question du Moyen-Orient, le Conseil a tenté sans succès d'étayer sa résolution 242 de 1967 en ce qui a trait au rôle que doivent jouer les Palestiniens dans tout règlement global. Les mandats des missions de maintien de la paix au Moyen-Orient ont été renouvelés, à l'exception de celui de la Force

Désarmement et maîtrise des armements

L'année 1979 a fait reculer les espoirs de nouveaux progrès dans les négociations sur le désarmement qu'avait suscitées en 1978 la session extraordinaire des Nations Unies consacrée au désarmement. L'accord SALT II a été signé et le texte de négociation d'un accord interdisant les armes radiologiques a été déposé par les États-Unis et l'URSS à Genève, mais il n'y a eu aucune percée dans les négociations sur l'interdiction complète des essais nucléaires et sur la destruction des armes chimiques. Vers la fin de l'année, l'invasion soviétique de l'Afghanistan avait considérablement réduit la possibilité de ratification de l'accord SALT II.

Dans le prolongement du Programme d'action de la Session extraordinaire, le poste de conseiller pour le désarmement et le contrôle des armements a été officiellement créé aux Affaires extérieures au début de l'année. Notons d'ailleurs que l'action entreprise dans ce domaine a eu un bon point de départ avec la convocation d'un groupe consultatif de représentants d'organisations non gouvernementales intéressées, le financement de recherches canadiennes dans le cadre de l'Etude onusienne des rapports entre le désarmement et le développement, ainsi que le parrainage d'activités éducationnelles menées par des groupes et des organismes intéressés. On prévoit également publier un Bulletin du désarmement.

Le nouveau Comité du désarmement a commencé ses travaux au début de l'année à Genève. Remarquons qu'il compte huit nouveaux membres, la plupart neutres et non alignés, et que l'on y nomme chaque mois un nouveau président, pratique appelée à remplacer celle de la coprésidence autrefois assurée par l'URSS et les États-Unis. À la lumière de ces changements, la France a décidé d'occuper son siège, ne laissant plus que la Chine—comme État doté d'armes nucléaires—à emboîter le pas; celle-ci ayant occupé son siège au début de la session de 1980, le Comité se compose maintenant de 40 membres.

L'ordre du jour du Comité pour 1979 englobait les points suivants:

1. Interdiction des essais nucléaires;
2. Cessation de la course aux armements nucléaires et désarmement nucléaire;
3. Arrangements internationaux efficaces destinés à protéger les États non dotés d'armes nucléaires contre le recours ou la menace du recours aux armes nucléaires;

4. Armes chimiques;
5. Nouveaux types d'armes de destruction massive et nouveaux systèmes de telles armes; armes radiologiques.

Deux de ces questions—interdiction des essais nucléaires et armes chimiques—faisaient déjà l'objet de négociations entre les États-Unis et l'URSS (le Royaume-Uni participant aux entretiens sur l'interdiction des essais). Les puissances négociantes n'ont jamais été enthousiastes à l'idée de confier un rôle au Comité, et les efforts—appuyés par le Canada—pour l'intégrer au processus de négociation n'ont pas connu de lendemain. Les rapports présentes régulièrement au Comité par les puissances négociantes indiquaient seulement qu'il restait dans chaque cas à régler de difficiles questions de vérification. Le Comité a établi un groupe de travail chargé d'étudier les garanties offertes aux États non dotés d'armes nucléaires contre le recours ou la menace du recours aux armes nucléaires. Les membres occidentaux du Comité ont rejeté comme irréalistes les propositions de l'Union soviétique relatives à l'élaboration d'un cadre de négociation appelé à mettre en branle le processus de désarmement nucléaire. Le Canada s'est attaché à insister sur l'importance de la négociation d'un accord visant à mettre fin à la production de matières fissiles à des fins d'armements, soulignant ainsi la nécessité de tenter progressivement d'arrêter la constitution d'arsenaux nucléaires. Aucun État doté d'armes nucléaires n'est toutefois disposé à entreprendre de telles négociations. Le Comité prend ses décisions par consensus, étant donné que les questions de désarmement ne peuvent être réglées par vote majoritaire.

La nouvelle Commission du désarmement, ouverte à tous les membres de l'ONU, a pour principale tâche de préparer le cadre d'un programme global de désarmement. Le désarmement général et complet est le grand objectif de l'ONU depuis la fin de la Seconde Guerre mondiale, mais ce n'est que depuis que l'on a proclamé la décennie commençant en 1970 Première décennie du désarmement que l'on cherche concrètement à se rapprocher progressivement de cet objectif. Il a fallu à la Commission quatre semaines de travaux intensifs à New York pour rassembler les données du problème dans un document intitulé: «Éléments d'un programme global de désarmement». Ce programme doit être négocié par le Comité, mais il est peu probable qu'on en vienne bientôt à une entente sur une telle approche globale.





## PARTIE A

# LE CANADA ET L'ORDRE INTERNATIONAL

Le Canada adhère à un grand nombre d'organisations internationales où toutes les grandes questions touchant l'ordre mondial font l'objet de délibérations: sécurité collective, désarmement, commerce, développement économique, droit de la mer, mesures en faveur des réfugiés, etc. Lors de ces délibérations, les représentants du Canada présentent le point de vue canadien, font valoir nos intérêts nationaux et contribuent aux efforts visant l'établissement de la paix et de la justice dans le monde.

pays d'Europe de l'Est—en vue de la conclusion de nouvelles conventions consulaires ou d'autres arrangements consulaires visant à faciliter la prestation des services consulaires et la protection des Canadiens en visite ou en résidence provisoire dans ces régions. Des consultations bilatérales ont également été entreprises avec un certain nombre de pays en vue de préparer de nouveaux accords sur le transfèrement des détenus ayant pour objet le rapatriement de Canadiens incarcérés à l'étranger.

les missions diplomatiques et consulaires du Canada ont continué à conseiller les Canadiens sur les développements locaux et à actualiser leurs plans d'urgence pour la protection des citoyens et des intérêts canadiens dans les régions perturbées.

Pendant l'année, des consultations consulaires ont été entreprises ou poursuivies avec plusieurs pays—dont des

parents de citoyens canadiens qui désirent rejoindre leurs familles au Canada, et de nouveaux progrès ont été réalisés dans ce domaine.

## UNITÉ ET IDENTITÉ CANADIENNES

Le Ministère, cette année encore, s'est efforcé de refléter la diversité régionale du Canada, les intérêts des dix gouvernements provinciaux ainsi que les intérêts et les préoccupations des Canadiens d'expression anglaise et française dans le cadre d'une politique étrangère cohérente.

Pendant l'année, un effort a été fait pour trouver de meilleurs moyens d'accroître et de favoriser la participation des autorités provinciales aux affaires internationales tout en aidant à coordonner cette participation dans le but d'établir des intérêts nationaux clairement définis. Le Ministère s'est attaché à consulter les provinces et le secteur privé sur une vaste gamme de questions internationales afin d'élaborer les positions qu'adopterait le Canada lors des négociations commerciales multilatérales (terminées en 1979) et lors des négociations canado-américaines sur les ressources halieutiques et les frontières maritimes. Le Canada a maintenu sa participation aux activités du Commonwealth et de la Francophonie. Grâce à ses programmes d'information et d'affaires culturelles à l'étranger, le Ministère a sensibilisé davantage la communauté internationale au fait que le Canada est une société démocratique, bilingue, multiculturelle, richement dotée et capable de résoudre positivement ses problèmes internes. Les programmes d'information visant à mieux faire connaître aux Canadiens les objectifs de la politique étrangère de leur pays ont été élargis.

## SERVICES ET AIDE AUX CANADIENS À L'ÉTRANGER

De nombreux services consulaires et d'autres formes d'assistance ont continué d'être fournis aux Canadiens résidant et voyageant à l'étranger. Même si les déplacements de Canadiens à l'étranger semblent avoir quelque peu diminué en 1979, peut-être en raison de facteurs inflationnistes et de taux de change défavorables, on a observé un accroissement du nombre des services consulaires rendus par les 117 missions diplomatiques et consulaires du Canada à l'étranger. Pour répondre à la demande accrue et rendre l'assistance consulaire plus accessible aux touristes canadiens, des consuls honoraires ont été nommés pour la première fois dans les capitales de la République dominicaine, de la Bolivie et du Paraguay, ainsi qu'à Bombay en Inde. Les services consulaires fournis en 1979 ont le plus souvent consisté à répondre à des demandes relativement simples d'information et d'assistance portant, par exemple, sur les passeports, les documents de citoyenneté et les services notariaux. Pour quelque 5 200 Canadiens toutefois, les services rendus ont été de nature plus urgente et plus vitale, car ils concernaient des cas d'urgences médicales et financières, des problèmes juridiques et des décès. Dans ces

## Europe de l'Ouest et pays en bordure du Pacifique

En 1979, le Canada s'est efforcé d'élargir ses relations avec les Communautés européennes et les pays de l'Europe de l'Ouest de façon à leur donner une dimension politique conforme à l'expansion de ses relations économiques. L'urgence progressive d'une approche concertée de la politique étrangère au sein des États membres de la Communauté a mené à des consultations plus fréquentes entre le Canada et la Communauté sur une vaste gamme de problèmes. Le Canada a poursuivi ses efforts pour approfondir ses relations économiques avec certains membres de la Communauté européenne, notamment la République fédérale d'Allemagne, la France et le Royaume-Uni. Les résultats des négociations commerciales multilatérales qui se sont terminées en 1979 ont multiplié les possibilités offertes au Canada et en Europe de l'Ouest.

Le Canada a continué d'élargir et de diversifier ses relations économiques et politiques avec le Japon et les pays en bordure du Pacifique. Les possibilités d'élargissement des relations avec cette région suscitent un intérêt croissant dans le grand public et le monde des affaires, notamment dans l'Ouest du Canada. Les liens canado-japonais ont continué de se renforcer, ainsi qu'en a témoigné une réunion du Comité économique mixte Japon-Canada.

## LA DIMENSION HUMAINE Réfugiés et droits de la personne

Le problème mondial des réfugiés s'est posé avec beaucoup d'acuité en 1979. L'attention de la communauté internationale s'est surtout portée sur la situation dans les pays d'Indochine et sur le sort tragique réservé aux réfugiés de la mer vietnamiens. En réponse aux problèmes posés par les réfugiés et les réfugiés venus du Laos et du Kampuchea par voie de terre, le Canada a mis sur pied son plus ambitieux programme de réinstallation des réfugiés depuis les années qui ont immédiatement suivi la Seconde Guerre mondiale, et il a apporté une importante contribution aux secours d'urgence destinés aux Kampuchéens. Les Canadiens ont répondu chaleureusement au programme de par-

rainage de réfugiés.

À un certain nombre d'occasions, le gouvernement canadien a publiquement souligné la nécessité de s'occuper de la grande cause de cet exode, à savoir de la violation des droits fondamentaux de la personne dans les pays concernés. Il a incité les Nations Unies à se doter de moyens plus efficaces pour intervenir à propos des violations les plus graves des droits de la personne, et a réclamé la création du poste de sous-secrétaire général des droits de l'homme au sein de la structure onusienne. Il a également continué à jouer un rôle actif à titre de membre de la Commission des droits de l'homme de l'ONU. Ainsi, les questions internationales relatives aux droits de la personne ont été un élément important de notre politique étrangère en 1979. Le Canada a également poursuivi ses démarches (après de l'URSS, de la Chine et des pays de l'Est) concernant les



En 1979, le Canada a continué à marquer des points en ce qui a trait à la révision des principes traditionnels du droit de la mer ainsi qu'à l'élaboration de nouveaux concepts de gestion des ressources océaniques. La Conférence sur le droit de la mer a déjà influencé la pratique des États. Elle a permis au Canada de faire reconnaître multilatéralement sa zone de pêche de 200 milles et sa mer territoriale de 12 milles, et de reconnaître ses droits souverains sur les ressources de la marge continentale au-delà des 200 milles; elle a aussi contribué à faire accepter internationalement un renforcement de la juridiction des États côtiers en ce qui concerne la pollution émanant des navires, notamment dans les eaux arctiques couvertes de glace. Lors de la session de 1979—tenue en deux parties—, le Canada s'est notamment efforcé d'aider à résoudre les difficiles questions en suspens, c'est-à-dire la recherche scientifique marine, la délimitation des frontières maritimes et surtout le régime international d'extraction des ressources minérales sous-marines.

Dans le domaine des pêches, la Commission internationale des pêches de l'Atlantique du Nord-Ouest (CIPAN) a été remplacée à la fin de 1979 par l'Organisation des pêches de l'Atlantique Nord-Ouest (OPAN) dont l'objectif est de promouvoir l'utilisation optimale, la gestion rationnelle et la conservation des ressources halieutiques de l'Atlantique du Nord-Ouest. Le Canada et les États-Unis ont conclu leurs négociations par la signature d'un accord bilatéral sur la gestion des ressources halieutiques de la côte Est, et convenu de soumettre leur différend sur la délimitation des frontières maritimes dans le golfe du Maine à l'adjudication internationale. Le Canada et les États-Unis ont signé deux autres accords de pêche, l'un modifiant la Convention sur le flétan du Pacifique et l'autre, réglementant les prises américaines de poisson de fond de la côte Ouest dans la zone de pêche canadienne et ce, jusqu'au 31 mars 1981. Le Canada a également eu des entretiens avec les autorités américaines concernant le problème de l'interception du saumon de la côte Ouest. Il a conclu avec la France des arrangements intermédiaires concernant les pêches dans la région de Saint-Pierre-et-Miquelon en 1980. L'accord de pêche modifié Canada/CBE a été prorogé jusqu'en 1980, et des négociations ont été entreprises en vue d'un accord de pêche à long terme avec la Communauté.

## LE CANADA ET LE DÉVELOPPEMENT DU TIERS MONDE

### Questions Nord-Sud

Les problèmes de l'économie mondiale et leurs sérieuses incidences sur les pays en développement ont eu une influence marquée sur le dialogue Nord-Sud en 1979. Deux événements ont particulièrement contribué à favoriser le dialogue: l'accord sur la création d'un fonds commun pour appuyer les mesures de stabilisation des produits de base, ainsi que les discussions et négociations menées dans le

### Soutien au développement international

Le Canada a contribué activement au développement international et à l'amélioration de la situation du monde en développement par son important programme d'aide au développement. Ce programme a été un élément essentiel de sa politique étrangère, en dépit d'importantes coupures budgétaires découlant de la compression des dépenses publiques. Dans sa stratégie de l'aide aux pays en développement, le Canada a continué de se concentrer sur les secteurs où les besoins sont les plus grands et sur les secteurs qui intéressent les membres les plus pauvres de la communauté mondiale. Il a contribué tant bilatéralement que multilatéralement aux programmes axés sur ces secteurs. Le budget de l'Agence canadienne de développement international a dépassé 1,1 milliard de dollars en 1979.

### COOPÉRATION RÉGIONALE

#### Coopération canado-américaine

En 1979, le Canada a continué d'accorder la plus haute priorité à ses relations avec les États-Unis. Figurent au bilan des réalisations de l'année: des échanges bilatéraux établis à des niveaux sans précédent; la conclusion d'accords relatifs aux ressources halieutiques de la côte Est et aux frontières maritimes; l'établissement d'un mécanisme consultatif bilatéral sur l'énergie; un accord relatif au contrôle de la circulation maritime; un protocole d'entente sur la coopération en matière de recherche et de développement liés aux sables bitumineux et aux huiles lourdes; une coopération en ce qui concerne le gazoduc du Nord; et un engagement de mettre au point un accord de coopération sur la qualité de l'air. D'étroites consultations se sont poursuivies sur des questions internationales telles la non-prolifération nucléaire et le désarmement, le droit de la mer, les droits de la personne et l'évolution de la situation politique mondiale.

À mesure que le dialogue Nord-Sud se poursuivait, il est devenu plus évident qu'il fallait de nouvelles approches tenant compte des divers besoins et intérêts observés au sein même du groupe des pays en développement. Suite à une proposition émanant de ces pays, l'Assemblée générale des Nations Unies a adopté une résolution réclamant des négociations mondiales relatives à la coopération économique internationale pour le développement. Cette nouvelle initiative d'envergure qui prévoit des négociations dans cinq grands domaines—matières premières, commerce, énergie, développement et finances—se poursuivra en 1980. En outre, on a déjà commencé la préparation d'une nouvelle stratégie internationale du développement pour les années 80.

L'OCDE. Ces institutions ont encouragé la résistance à des pressions protectionnistes accrues qui auraient nui à un système mondial de libre échange commercial et financier extrêmement important pour le bien-être économique du Canada.

Un événement marquant de l'année a été la signature par le Canada et ses principaux partenaires commerciaux des accords multilatéraux (NCM) du GATT. Pour la première fois, une importante série de négociations commerciales multilatérales connaissait un dénouement heureux pendant une longue période de faible croissance; à ce titre, les NCM ont représenté une contribution éminemment positive à la libéralisation des échanges et à l'évolution du système commercial mondial; elles ont permis aux producteurs canadiens de biens agricoles, halieutiques et industriels d'obtenir de meilleurs débouchés sur les marchés d'exportation. La réduction ou l'élimination d'une vaste gamme de tarifs douaniers et une meilleure réglementation des obstacles non tarifaires avantageront les exportateurs et devraient encourager une production plus efficiente au Canada. L'importance des avantages découlant des NCM sera en bonne part déterminée par la mesure dans laquelle les hommes d'affaires et les entreprises tireront profit des nouvelles possibilités qui leur sont ouvertes.

### Approvisionnement et sécurité énergétiques

La révolution iranienne et la hausse de plus de 100 pour cent des prix du pétrole de l'OPEP en 1979 ont eu une influence considérable sur le système économique international et le Canada. En 1979, la question de la sécurité des approvisionnements énergétiques du Canada a été mise à l'avant-plan de nos objectifs de politique nationale et internationale. Le Canada et d'autres membres de l'Agence internationale de l'énergie (AIE) ont fait un effort concerté pour réduire leurs niveaux de consommation pétrolière prévus et ce, en combinant restrictions volontaires de la demande, conversion à des combustibles autres que le pétrole et augmentation de la production pétrolière domestique.

La question énergétique a été à l'avant-plan des discussions qu'ont eues les chefs de gouvernement au sommet de Tokyo, lesquels ont convenu d'établir des plafonds pour les importations nationales de pétrole et reconnu la nécessité de mesures visant à assurer l'exploitation de nouvelles sources d'énergie. Même si le Canada est en meilleure position que la plupart des autres pays industrialisés en ce qui a trait aux perspectives énergétiques à long terme, il doit de toute évidence ne négliger aucun effort pour améliorer la sécurité de ses approvisionnements par divers moyens pris tant au niveau national qu'international. En 1979, le Canada a commencé à rechercher des arrangements bilatéraux d'approvisionnement pétrolier avec des pays comme le Mexique et le Venezuela, et il a continué à collaborer avec d'autres pays industrialisés et en développement en vue d'accroître la sécurité énergétique mondiale.

En outre, le Canada s'est efforcé de promouvoir la mise en application des diverses recommandations de la Session extraordinaire en participant directement à trois études onusiennes sur le désarmement, en établissant un groupe consultatif du désarmement et du contrôle des armements et en coparrainant sept résolutions au sein de la Première commission de la Trente-quatrième assemblée générale des Nations Unies. Quoique les perspectives de nouveaux accords soient restées tout au mieux incertaines et que les possibilités de progrès aient été encore plus lointaines à la fin de l'année étant donné l'invasion de l'Afghanistan, on n'a cessé de reconnaître que les accords de contrôle des armements continuent d'être dans l'intérêt général de l'Est autant que de l'Ouest.

### Exportations de technologie nucléaire

En 1979, le Canada a continué d'exporter des matières, de l'équipement et de la technologie nucléaires vers un certain nombre de pays (par exemple le Japon, les pays de la CEE, les États-Unis, la Roumanie, la Corée et la Suède) avec lesquels il avait conclu des accords de coopération nucléaire conformes à ses politiques en matière de garanties. À ce chapitre, le Canada a également continué à appuyer activement les efforts destinés à encourager la poursuite de l'élaboration d'un régime international de non-prolifération efficace et adaptable en fonction du développement de la technologie nucléaire à des fins pacifiques non explosives. Des experts canadiens ont participé à l'Évaluation internationale du cycle du combustible nucléaire (INFCE) qui, entreprise en octobre 1977, devrait se terminer en février 1980. On a également commencé à préparer la participation du Canada à la deuxième conférence de révision du Traité sur la non-prolifération qui doit se tenir en août 1980. Le Canada a poursuivi ses efforts bilatéraux pour appliquer pleinement ses politiques de non-prolifération et de garanties de décembre 1974 et décembre 1976; des négociations à cette fin ont notamment été poursuivies avec les États-Unis d'Amérique, l'Australie et la Suisse.

## LE BIEN-ÊTRE ÉCONOMIQUE DU CANADA Relations économiques internationales

En 1979, l'économie mondiale a continué d'être affligée de faibles taux de croissance, de niveaux de chômage élevés et de forts taux d'inflation.

Fait notable, la communauté internationale a semblé prendre davantage conscience qu'une meilleure coordination des activités économiques est nécessaire si l'on espère vaincre ces difficultés. Le Canada a participé activement au Sommet économique de Tokyo en juin 1979, lequel a permis d'obtenir une coordination plus étroite des politiques économiques des pays développés, notamment dans le domaine énergétique. Le Canada a également participé à la recherche de solutions aux problèmes commerciaux et monétaires mondiaux au sein du GATT, du FMI et de



Le Moyen-Orient a continué de connaître l'instabilité, les combats se sont poursuivis au Liban et les tensions se sont maintenues entre Israël et ses voisins arabes. Le Canada s'est toutefois réjoui de la signature du traité de paix entre l'Égypte et Israël qui a mis fin à trente ans d'hostilités. Ce développement lui a semblé une importante étape sur la voie d'une solution globale des problèmes du Moyen-Orient, laquelle reste à trouver.

L'éternelle question de la Rhodésie a connu une évolution heureuse. La réunion des chefs de gouvernement du Commonwealth à Lusaka—a laquelle le Canada a participé activement—a donné lieu à un accord prévoyant la tenue d'une conférence élargie pour tenter de régler la question. L'accord subéquait de Lancaster House sur un cessez-le-feu et des élections supervisées a représenté un jalon historique susceptible d'offrir une solution pacifique à ce problème de longue date. Le Canada a également continué à promouvoir activement l'établissement d'un plan endossé par l'ONU et visant à créer une zone démilitarisée le long des frontières de la Namibie. Ailleurs en Afrique, l'Éthiopie et l'Ouganda sont restés des secteurs d'instabilité permanente.

Dans l'hémisphère occidental, l'Amérique centrale et les Antilles sont devenues une zone d'instabilité croissante. Les répercussions de la révolution au Nicaragua se sont fait sentir dans toute la région.

Le fait qu'il y ait eu une recrudescence du recours à la force militaire dans le monde en 1979 a souligné la nécessité de rechercher par tous les moyens possibles des solutions pacifiques aux problèmes mondiaux et régionaux. C'est tout particulièrement par le biais de solutions collectives que le Canada a été le mieux en mesure d'utiliser ses ressources pour la recherche de la paix. Le Canada a activement recherché de telles solutions au Conseil de sécurité et à l'Assemblée générale des Nations Unies, ainsi qu'au sein d'autres organismes plus spécialisés comme le Comité permanent du désarmement. Il a également réaffirmé son engagement envers les opérations de maintien de la paix des Nations Unies. Il était, jusqu'à ce que la Force d'urgence des Nations Unies au Sinaï soit retirée vers le milieu de l'année, le principal contributeur aux opérations onusiennes de maintien de la paix. À la fin de l'année, sa contribution était toujours l'une des plus importantes; du personnel militaire canadien était affecté à la Force des Nations Unies à Chypre et à la Force des Nations Unies chargée d'observer le dégellement entre Israël et la Syrie sur les hauteurs du Golan.

## Relations Est-Ouest et défense collective

Outre son incidence géopolitique, l'invasion de l'Afghanistan par l'Union soviétique a engendré de sérieuses tensions qui ont failli avoir une incidence négative sur un certain nombre de domaines de la coopération Est-Ouest. À la lumière des événements en Afghanistan, on s'est interrogé sur l'engagement réel de l'Union soviétique à l'égard

de la détente, le Canada étant d'avis que les fondements de la détente reposent sur une consolidation de la confiance mutuelle entre l'Est et l'Ouest, et que cette confiance a été sensiblement réduite par suite de l'invasion. Du point de vue du Canada, la détente ne peut se limiter à l'atténuation des tensions en Europe seulement, mais doit être appliquée à l'échelle mondiale. Le gouvernement canadien a annoncé son intention d'envisager une série de mesures en réaction à l'invasion. Les tensions ayant entravé le processus de la détente et nu à l'ensemble des relations Est-Ouest à la fin de 1979 ne laissaient pas présager un retour rapide aux progrès lents mais constants qui ont caractérisé l'édification de la coopération Est-Ouest pendant les années 70.

En ce qui concerne les efforts de défense, le Canada a continué de participer activement à la défense collective par le biais de son appartenance à l'OTAN et à NORAD, restant convaincu qu'outre son rôle en matière de défense collective, l'OTAN a un important rôle politique à jouer comme centre d'élaboration de plans visant à réduire les sources de conflits entre l'Est et l'Ouest.

Lors de leur réunion de décembre 1979, les ministres de la Défense et des Affaires étrangères de l'OTAN ont convenu, en réponse à l'actuel programme des Soviétiques visant l'expansion de leurs forces nucléaires de théâtre, de moderniser les forces nucléaires du théâtre européen de l'OTAN. Tout aussi importante a été la décision prise simultanément par ces ministres d'offrir à l'Union soviétique que d'entreprendre des négociations visant à inciter les deux parties à limiter la prolifération de ces systèmes d'armes.

Le Canada a continué de contribuer à l'application du «Programme de défense à long terme» de l'Alliance, conçu pour améliorer la capacité de dissuasion et de défense de l'OTAN. Vers la fin de 1979, nos Forces armées étaient équipées de 128 nouveaux chars *Leopard C-1* et les premières livraisons de trois nouveaux types de blindés avaient été effectuées. D'autres programmes d'équipement visant à aider le Canada à réaliser les objectifs des forces de l'OTAN ont progressé de façon satisfaisante en 1979.

## Désarmement et maîtrise des armements

Dans ce domaine, la signature des SALT II en juin 1979 a donné l'espoir de nouveaux progrès, en particulier dans les négociations visant l'interdiction complète des essais nucléaires et thermonucléaires. Lors de la première session du Comité du désarmement—organisme multilatéral de négociation revivifié par la Session extraordinaire des Nations Unies consacrée au désarmement—le Canada a appuyé une interdiction complète des essais nucléaires et thermonucléaires ainsi que d'autres propositions concernant notamment l'interdiction de l'utilisation des armes chimiques et de la production de matières fissiles à des fins d'armements. La Session extraordinaire a également décidé de réanimer la Commission du désarmement des Nations Unies, et le Canada a joué un rôle actif dans les délibérations de la Commission sur les éléments d'un programme global de



## LE CANADA ET LE MONDE EN 1979 VUE D'ENSEMBLE

En 1979, les tensions mondiales se sont accrues. L'instabilité d'un secteur donné du système international a eu tendance à se répercuter rapidement sur d'autres domaines. Par exemple, les événements politiques survenus en Iran ont provoqué des remous économiques tant chez les pays développés qu'en développement, et les hausses pétrolières décrétées par l'OPEP ont eu de sérieuses conséquences politiques. Vers la fin de l'année, l'invasion de l'Afghanistan par l'Union soviétique a remis en cause la poursuite des relations Est-Ouest dans un grand nombre de domaines. Tous ces événements ont concentré l'attention sur les liens stratégiques qui existent entre la conjoncture pétrolière, politique et militaire. Certains développements militaires et politiques ont eu des conséquences particulièrement graves en 1979. La guerre au Kampuchea et l'invasion de l'Afghanistan ont forcé des centaines de milliers de personnes à se réfugier à l'étranger, causant des difficultés politiques et économiques aux pays de premier asile et posant un problème humanitaire à la conscience de la communauté internationale.

En 1979, l'ordre mondial a marqué certains progrès avec des ententes sur le Fonds commun, les Négociations commerciales multilatérales, les SALT, les élections en Rhodésie et le traité de paix entre Israël et l'Égypte. Mais de façon générale, les efforts collectifs pour tenter de régler les grands problèmes que sont la maîtrise des armements, la limitation des conflits et la coopération au développement économique international ont marqué peu de progrès, et parfois même de sérieux reculs. La nécessité croissante d'efforts collectifs visant à régler les problèmes mondiaux, ainsi que l'interdépendance de ces efforts, sont devenus

plus apparentes. L'année 1979 a été le témoin d'un changement de gouvernement au Canada et du remplacement de M. Don Jamieson comme secrétaire d'État aux Affaires extérieures par Mlle Flora MacDonald. Toutefois, l'orientation générale de notre politique étrangère a révélé une continuité certaine, en dépit de quelques réaménagements de priorités. Les activités internationales du Canada et du ministère des Affaires extérieures ont été guidées, d'abord et avant tout, par le besoin d'assurer la sécurité et le bien-être économique du pays. Elles ont également été orientées par la nécessité de refléter la préoccupation qu'ont les Canadiens de donner une dimension humaine à leur politique étrangère, par le besoin de promouvoir l'unité et l'identité canadiennes ainsi que par la nécessité de fournir une aide aux Canadiens qui

voyagent et travaillent à l'étranger. À cette fin, le Canada a participé activement aux réunions des organismes internationaux et entrepris des consultations bilatérales avec divers États, reconnaissant que la réalisation de nombre de ses objectifs de politique étrangère n'était possible que par la coopération avec d'autres. Ces activités à l'étranger ont couvert des questions fort diverses: atteintes à la paix, gestion de l'économie mondiale, efforts de désarmement, mise au point concertée d'un cadre de réglementation, et partage des ressources maritimes mondiales. Un survol de certains secteurs intéressant tout particulièrement le Canada illustre ses activités et les priorités de sa politique étrangère en 1979.

### LA SÉCURITÉ DU CANADA

#### Instabilité mondiale et recherche de la paix

Deux événements ont éclipsé tous les autres: ce sont la révolution iranienne et l'invasion de l'Afghanistan par l'Union soviétique, qui ont tous deux contribué à déstabiliser encore davantage l'Asie du Sud-Ouest et la région du golfe Persique, où les intérêts occidentaux sont fortement implantés. La révolution en Iran a fait ressortir l'importance stratégique du pétrole pour l'Ouest, et a souligné le danger qu'il y a à sous-estimer l'attachement des populations de la région à leurs valeurs traditionnelles. Avant même l'invasion de l'Afghanistan, l'Ouest était devenu plus sensible à la visibilité croissante de la présence militaire soviétique dans la région du Golfe; l'invasion a accru la possibilité d'une confrontation entre les superpuissances dans une région jugée essentielle à la sécurité occidentale. Le Canada a pris de nouvelles mesures pour protéger ses ressortissants dans la région et pour consulter ses alliés concernant les incidences politiques et militaires de cette instabilité croissante.

Le Golfe persique et l'Asie du Sud-Ouest n'ont pas été les seules régions de tension. L'occupation du Kampuchea par le Vietnam et l'action militaire de la Chine contre le Vietnam ont créé de sérieuses tensions en Asie du Sud-Est. Le sort réservé à d'importantes couches de la population du Kampuchea menacées par la famine ainsi que la violation flagrante des droits de la personne au Kampuchea et au Vietnam ont incité le Canada à rechercher activement une solution à ces problèmes au sein du Conseil de sécurité et ailleurs, et à ouvrir toutes grandes ses portes à un grand nombre de réfugiés de la région.



**EN 1979**

**LE CANADA ET LE MONDE**

**VUE D'ENSEMBLE**



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Chapitre 3: Europe  
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(CNUCED V, Aide au développement, Coopération technique au sein du Commonwealth, Commerce, Activités des entreprises multinationales, Transfert de technologie, Politique de coopération industrielle avec les pays en développement, Institutions financières internationales, Négociations mondiales).

**Chapitre 4: Règle de droit et concepts de justice**

(Conférence sur le droit de la mer, Pêches internationales et frontières maritimes, Droit de l'environnement, Droit de l'espace atmosphérique, Cosmos 954—conséquences de l'incident, Mesures juridiques internationales contre le terrorisme, Droits de la personne, Réfugiés, Droit des traités).

**Chapitre 5: Associations d'États**

**Les Nations Unies** (Conseil économique et social, Questions sociales, Contribution financière du Canada à l'Organisation des Nations Unies). **La Francophonie** (Agence de Coopération culturelle et technique, Conférence sur la jeunesse et les sports, Conférence des ministres de





L'honorable Mark McGuigan

Secrétaire d'Etat  
aux Affaires extérieures

J'ai l'honneur de vous soumettre le revue annuelle du ministère des Affaires  
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le sous-secrétaire d'Etat  
aux Affaires extérieures

Ottawa, 1980

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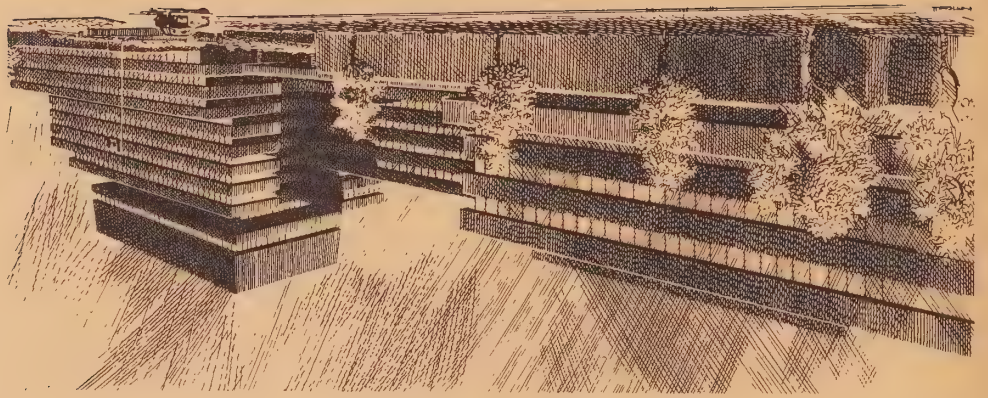
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